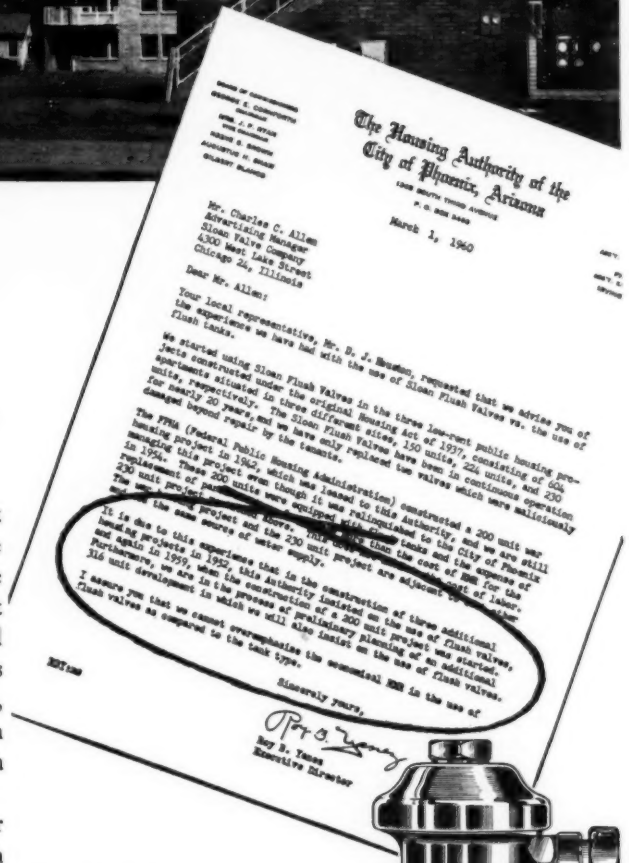
SKID ROW

nd urban renewal: what's the solution to the relocation problem? JOURNAL OF HOUSING August-September 1961

Sloan Flush Valves cut RMR more than two-thirds in Phoenix



The Housing Authority of the City of Phoenix, Arizona

March 1, 1960

Mr. Charles C. Allen
Advertising Manager
Sloan Valve Company
4300 West Lake Street
Chicago 24, Illinois

Dear Mr. Allen:

Your local representative, Mr. D. J. Haugen, requested that we advise you of the experience we have had with the use of Sloan Flush Valves vs. the use of flush tanks.

We started using Sloan Flush Valves in the three low-rent public housing projects constructed under the original Housing Act of 1937, consisting of 604 apartments situated in three different sites, 150 units, 424 units, and 230 units, respectively. The Sloan Flush Valves have been in continuous operation for nearly 20 years, and we have only replaced two valves which were maliciously damaged beyond repair by the tenants.

The FPHA (Federal Public Housing Administration) constructed a 200 unit war housing project in 1942 which was leased to this Authority, and we are still using this project even though it was relinquished to the City of Phoenix in 1956. These 200 units were equipped with flush tanks and the cost of R&M for the replacement of parts was [illegible] the cost of R&M for the 230 unit development of Sloan Flush Valves. The [illegible] project and the 230 unit project are adjacent to each other, [illegible] the same source of water supply.

It is due to this experience that in the construction of three additional housing projects in 1952, this Authority insisted on the use of flush valves, and again in 1959, when the construction of a 200 unit project was started. Furthermore, we are in the process of preliminary planning of an additional 316 unit development in which we will also insist on the use of flush valves.

I assure you that we cannot overemphasize the economical R&M in the use of flush valves as compared to the tank type.

Sincerely yours,

Roy B. Yanez
Executive Director

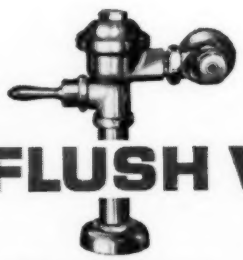
In planning for a 200-unit addition to its low rent housing program, the Housing Authority of the City of Phoenix, Arizona, conducted an intensive study of the repair, maintenance and replacement costs (R M R) of flush valves *vs* tank-operated closets. Executive Director Roy B. Yanez and his staff studied four years of accurate R M R records, comparing a 230-unit project equipped with Sloan Flush Valves and a 200-unit project equipped with flush tanks.

Findings revealed that for every R M R dollar spent for flush valves, over $3.30 was spent on flush tanks—a savings of better than two-thirds. These and other facts, when presented to the Federal Public Housing Administration, resulted in the approval of flush valves for the new Phoenix Public Housing Project.

As Mr. Roy B. Yanez says, . . . "I assure you that we cannot overemphasize the economical R M R in the use of flush valves as compared to the tank type."

A further investigation of these facts will encourage you to recommend Sloan Flush Valves in your next housing project. Call your Sloan representative, or write to Sloan Valve Company.

For the complete text of the Phoenix study, see JOURNAL OF HOUSING, November, 1959, page 373



SLOAN FLUSH VALVES

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Journal of Housing

August-September, 1961

Volume 18—Number 8

Publication of the
NATIONAL ASSOCIATION
OF HOUSING AND
REDEVELOPMENT OFFICIALS
1313 East Sixtieth Street
Chicago 37, Illinois
John D. Lange, Executive Director

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COVER —

Two men who ultimately faced relocation when renewal got going in Norfolk's skid row area were photographed by Neal V. Clark, Jr. in the now-demolished Chinaman's Flophouse on the city's Church Street. The direction of their lives—like those of an estimated 500,000 other unattached men who inhabit skid rows across the country—is affected by what is done—or what is *not* done—when renewal sweeps across skid row areas. How cities across the country are handling the complex problems of relocating these men is reported in the article beginning on page 327.

Editor: Dorothy Gazzolo. **Washington News:** Mary K. Nenno; Kenneth Ashworth. **Technical and Maintenance:** Thomas J. Blakley. **Editorial Assistants:** Richard O'Connell; Frederic Vogelsang. **Book Notes:** Marion Massen. **Advertising Manager:** R. M. Trevett. **Regional Reporters:** *Middle Atlantic,* Robert Moyer, Baltimore; *Southwest,* Ruth Morrel, Dallas; *Pacific Northwest,* Rose Morry, Seattle; *Pacific Southwest,* John H. Jacobs, Stockton. **Cover:** John Bradford.

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Personals

THAD PATRICK,
an officer of the Public Health Service and a "pioneer" in NAHRO's Code Division work, died August 3, at the age of 35, from a cerebral hemorrhage at Bethesda Naval Hospital. Mr. Patrick, a housing specialist, had worked as a sanitary engineer with the United States Public Health Service for the past six years. He was a member of the NAHRO Codes Division's first executive committee and a leader in the Association's earlier work on neighborhood conservation, which lead to the formation of the Division. He received a B.S. in engineering from the University of Texas in 1949 and an M.A. from Yale in 1959. A registered professional engineer in Texas, Mr. Patrick was a member of the American Institute of Planners and the American Public Health Association. He is survived by his wife, Caroline, and two children living in Bethesda, Maryland.

JOHN R. SEARLES, JR.,
executive director of the Washington, D.C. Redevelopment Land Agency for ten years, has announced his resignation, effective as of the end of the year. Mr. Searles moves, at that time, to the position of executive director of the Metropolitan Development Association of Syracuse, New York, a privately-financed development corporation.

Mr. Searles, president of NAHRO for the 1958-59 term, has been active in the housing field since 1946, when he joined what was then the National Housing Agency in Washington, D.C. as a municipal economist. When the Housing and Home Finance Agency superseded NHA, Mr. Searles became assistant to the director of HHFA's division of slum clearance and urban redevelopment, leaving there in 1951 for his District position.

Mr. Searles' NAHRO "career" has been lively ever since he left federal service for a local job. From 1953 to 1955, he served as chairman of the Association's Redevelopment Section; in 1955-56, he was a member of the Board of Governors; in 1956-57, second vice-president; in 1958-59, president. Currently he is active in the Renewal Division.

GORDON E. HOWARD
resigned as deputy director of the Washington, D.C. Redevelopment Land Agency in early September, the resignation to take effect on or about October 1. He is to become chief of the Appalachian division of the Area Redevelopment Administration.

Mr. Howard's resignation followed that of John R. Searles, RLA's executive director (see above).

He gave as his reason for resigning his belief that Mr. Searles' yet-to-be-named successor should have "a free hand" in selecting his deputy. He said he would not have considered leaving the RLA post he has held since November 1959, were it not for Mr. Searles' impending departure.

Mr. Howard came to RLA from the Urban Renewal Administration, where he had been deputy assistant commissioner. He joined the old National Housing Agency in 1941 and later served as RLA's area supervisor for the pioneer Area B redevelopment in southwest Washington.

STEPHEN G. THOMPSON
this summer joined the New York public relations staff of Webb & Knapp. He left the magazine *Architectural Forum* for his new assignment, giving up his title of associate editor there. A long-time newspaperman with the *New York Herald Tribune*, he wound up almost 25 years of service with the paper as its real estate editor. Earlier he had been the editor of the newsletter of the American Institute of Real Estate Appraisers. In 1951, the National Association of Real Estate Editors singled him out as an award-winner among writers in the real estate and allied fields. He has been a frequent participant in NAHRO conferences (he's scheduled for this year's program), as well as a reporter working out of the conference press room.

JACOB L. CRANE
was due in Bogota, Colombia in September, at the invitation of the Pan American Union. A seven-member team is to help organize a survey of housing needs and resources in all the Latin American countries.

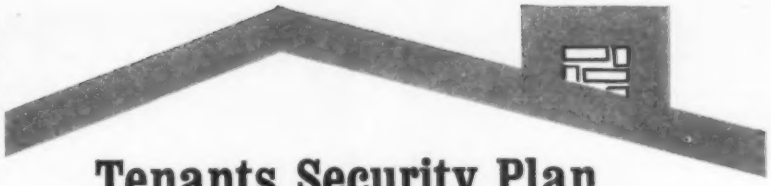
Mr. Crane, who works privately as a planning and housing consultant, was recently named to a jury that is to pass on proposals for redevelopment projects in Washington, D.C. Mr. Crane serves as "senior consultant" for Doxiadis Associates, both in this country and in Athens. He was formerly assistant administrator of the United States Housing Authority and of the Housing and Home Finance Agency.

ALBERT G. ROSENBERG
has resigned as director of community organization for Baltimore's renewal and housing agency to become associate director of the New Orleans Social Welfare Planning Council. He formerly headed the community relations division of the Chicago housing authority and, later, was the first director of Dayton's Association of Area Councils for Neighborhood Development.

STUART EURMAN
has become the director of Little Rock's metropolitan area planning commission, filling a vacancy that has existed for several months, since the death of James R. Stephens, the commission's former director. Mr. Eurman moved to Little Rock from Mississippi, where he was planning director for Michael Baker, Jr., Inc. at Oxford, and where, since 1959, he had headed the mid-south's first graduate degree program in city and regional planning at the nearby University of Mississippi.

IRA J. BACH,
Chicago's commissioner of planning, addressed an August meeting of South American planning officials and architects of the Inter-American Housing and Planning Center in Bogota, Colombia. Mr. Bach's presentation was in furtherance of an agreement between the Organization of American States and Yale University, where last year Mr. Bach was guest critic for graduate seminars in planning and urban renewal. The OAS and Yale are acting jointly to implement recommendations of a general development plan for the Americas in the field of housing and planning.

RICHARD IVES
has been appointed special assistant to the commissioner of urban renewal by the Housing and Home Finance Agency. Mr. Ives comes to Washington from San Francisco, where he had been regional renewal director in HHFA's Region VI office. Moving into the position left vacant by Mr. Ives' transfer is **Robert E. McCabe,** formerly deputy regional administrator for Region VI.



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KENNETH J. MORFORD,
commissioner of the Seattle Housing Authority for nearly 22 years, died July 16. Mr. Morford, who was chairman of the board of the Burwell & Morford mortgage and insurance firm, was appointed to the board of commissioners when the authority was created and had served continuously since that time. He was chairman of the board from 1942 to 1946. According to Charles W. Ross, executive director of the authority, Mr. Morford never sought the limelight but, at the same time, never shunned responsibility when his experience and forthright talents were needed. Mr. Ross went on to say, "None can ever fill the particular place he held in the authority's history, or in our hearts."

DONALD L. IRVIN
has been appointed director of planning and development for Decatur, Illinois. Mr. Irvin comes to Decatur from Jackson, Tennessee, where he had been serving as planning director. His new appointment became effective August 15.

PAUL L. STRAIT,
for 28 years director of the Youngstown, Ohio housing authority, dating from its formation in 1933, retired at his own request on July 1. From the opening of 609-unit Westlake Terrace in 1940, the authority's program has grown to over 1400 units —with two new projects currently in planning. While heading up the city's housing efforts, Mr. Strait simultaneously served as a member of Youngstown's planning commission from 1933 to 1947 and helped in establishing a legal aid service, a coordinating council for social agencies, a housing code, a local redevelopment program, and a master plan for the city. Sensitive to the social problems inherent in slums, he has long been dedicated to the prevention of juvenile delinquency, directing the city's Big Brother movement from 1923 to 1938.

In announcing Mr. Strait's resignation, board chairman Clarence L. Robinson said "We regret very much honoring this request and it is our wish that his retirement will be enjoyable and allow him to do so many of the things he is interested in."

Stepping into the post left vacant by Mr. Strait's resignation is **Chester A. Amedia,** newly elected president of NAHRO's North Central Regional Council. Mr. Amedia, who had been serving as deputy director, has been with the Youngstown authority for 11 years and his appointment as authority director prompted the *Youngstown Vindicator* to cite editorially his colleagues' opinion that he is "one of the region's most able men in the field of public housing" and to state that management of the authority's interests "will continue to be in fair, competent hands."

COLONEL THOMAS G. CRANFORD, JR.,
past executive director of the Valdosta, Georgia housing authority and former president of the Georgia Association of Housing Authorities, died at his home in Valdosta recently after a prolonged illness. Colonel Cranford was appointed executive director of the Valdosta authority when it was reactivated in 1950 and during his directorship almost 500 housing units were built, some 400 in four project areas and an additional 70 as scattered-site units. A 62-acre urban renewal project was also started under his leadership. In addition to his service with the housing authority, Colonel Cranford was very active in Valdosta civic affairs and was held largely responsible for the construction of the city's Youth Center building. A native of Valdosta and a 1918 graduate of West Point, Colonel Cranford served for 24 years in the United States Army.

MISS ETHEL M. KOEHLER,
who resigned as executive director of the East Dayton Community Council this spring, recently accepted the position of executive director of the Senior Citizens Center of the Greater Dayton Area. Miss Koehler's community council work put her in close touch with many phases of the redevelopment program and she characterizes her five years experience there as "the most exciting experience of my life." As a social worker specializing in community organization, she developed a citizen participation program for the renewal area in which the council operated and where there was much hostility to renewal. She sees her new job in the field of the aging as being interrelated with renewal.

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News Notes

PRESIDENT ORDERS STUDY AIMED AT EASING URBAN TRANSPORTATION

One of the promises in the President's March 9 message to Congress on housing and community development was that he would order a study made of urban transportation problems and their possible solutions. The promise was fulfilled when it was announced early this summer that the study will be undertaken by the Institute of Public Administration under a six-month contract. Directing the study for the institute will be Lyle Fitch, former city administrator of the city of New York; governmental representatives will be Wilfred Owen for the Department of Commerce and Morton J. Schussheim, assistant administrator for program policy for the Housing and Home Finance Agency. Maximum study costs, to come out of the President's emergency fund, will be $98,000.

Specific problems to be scrutinized include:

—financing of urban transportation in specific urban areas;

—possible new types of transportation and new types of traffic control;

—relation of urban transportation planning to land use and community development;

—kinds of administrative setups for planning and operating urban transportation systems;

—local, state, regional, and federal government roles in developing adequate urban transportation.

The findings of the study will be submitted to HHFA Administrator Weaver and Secretary of Commerce Luther Hodges, who will use them in readying recommendations for the President.

KENTUCKY CITIES GET FIRST AREA REDEVELOPMENT ACT PLANNING AID

A total of 47 Kentucky communities will be the first in the nation to benefit under terms of the new Area Redevelopment Act; an urban planning grant of $164,260 has been allocated to the Kentucky department of economic development for improving and expanding business, industrial, and housing growth and for preventing the development of slums in the selected cities—all of which are located in sections of the state that have been designated as "redevelopment areas."

Another first scored by the initial grant under the provisions of the new law: the federal government will up its share of the planning costs from the former two-thirds limit to three-fourths. The remaining one-fourth will be shared by the state and the individual cities.

The announcement of the grant was made by William L. Batt, the recently-appointed Area Redevelopment Administrator, who was named by Secretary of Commerce Luther Hodges. Automatically a member of the area redevelopment advisory policy board, Housing and Home Finance Agency Administrator Robert C. Weaver added his support to the designation of the Kentucky municipalities as recipients of the first grant under the new law. The grant was also approved by Urban Renewal Administration Commissioner William L. Slayton.

SIX MORE NONPROFIT GROUPS GET HHFA HOUSING-FOR-ELDERLY LOANS

Swelling the JOURNAL's inventory of housing projects for the elderly financed under the Housing and Home Finance Agency's direct loan program are six more projects that have been announced by HHFA Administrator Robert C. Weaver since the last JOURNAL roundup in May (see page 189).

Lakewood, Ohio: Lakewood Senior Citizens won approval of a $1,480,780 loan for a fireproof, eight-story masonry building that will provide housing for 255 persons in the Cleveland suburb. In addition to 138 housekeeping units —107 of which will be efficiencies, 24 one-bedroom, and seven two-bedroom units—the building will have a branch library, lounge with snack kitchen, two hobby rooms, a meeting room, and an infirmary. Recreation and garden areas will be located in the rear.

Cleveland Heights, Ohio: Another Cleveland suburb (see above) also will boast new housing for older people by virtue of a $1,100,000 loan to the Council Gardens organization, which will construct five buildings to accommodate 132 persons. The one-story masonry buildings will contain 56 efficiency, 32

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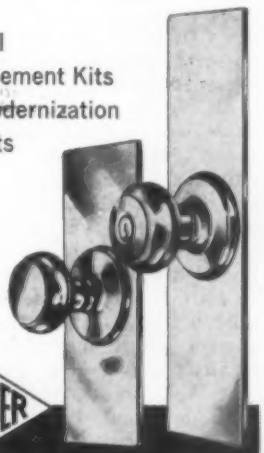

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single-bedroom, and four two-bedroom units. The Jewish Community Center adjoins the site, while shopping, church, and banking facilities are within walking distance.

Glenwood, Minnesota: Backed by an HHFA loan, a one-story structure will be erected on a 2½ acre site in South Glenwood. Sponsoring the project is an Evangelical Lutheran organization known as the Glenwood Retirement Home, Inc., which will borrow $278,000 to build a home to accommodate 39 oldsters. The home, which will be situated near a 28-acre park and Lake Minnewaska, will contain seven single rooms, 14 double rooms, and two one-bedroom units. For the convenience of its tenants, the building will also have a central kitchen and dining room, a therapy room, lounges, recreation area, and a small infirmary. The charge for room, board, maid service, laundry, and utilities will be $125 a month per person for single and one-bedroom units; $108 for double rooms. Shopping, library, and church facilities are within walking distance and outdoor recreational facilities are nearby. Housing in the project will not be limited to members of the sponsoring group but tenants must be at least 62 years of age.

Thief River Falls, Minnesota: The Valley Christian Home Society has been granted a loan of $340,000 to construct a 36-unit project that will accommodate 59 persons. The one-story building will consist of 28 double rooms, five single rooms, three efficiency units, a central kitchen and dining room, solarium, hobby area, and a small infirmary. Ranging from $95 to $125, the monthly charges will include room, board, laundry, and utilities. Shopping, library, banking, and church facilities are within walking distance. The home will be open to persons over 62 and occupancy will not be limited to members of the sponsoring group.

Alcester, South Dakota: Morningside Manor, Inc. will get $450,000 to build a 50-unit project in the smallest city in which an elderly housing project has been approved for an HHFA loan to date. And the project was the first approved in the state of South Dakota. The project will consist of three rectangular buildings with enclosed connecting passageways to a central building containing dining and recreational facilities. The one-story structures containing living units will be of noncombustible construction and will have 24 single and 26 double occupancy units. The charge per person will be $138 a month and will include room, board, and utilities. The oldtimers will have both indoor and outdoor recreational facilities at their disposal and there will also be ample parking space for visitors and occupants. Shopping, banking, library, and church facilities are within walking distance. The project will

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be open to persons 62 years of age and over and will not be limited to members of the sponsoring group.

Pine Ridge Indian Reservation, South Dakota: Initiated by leaders of the Ogala-Sioux Tribe of Indians—most of whose 12,000 members live on the 2 million acre reservation in southwest South Dakota—a home for the elderly will be constructed in the middle of the reservation with the aid of a $166,600 loan. The project will be called the Felix S. Cohen Memorial Home, in tribute to the man who, after representing the Department of the Interior as associate solicitor, served as attorney for the tribe until his death. The one-story home will contain 23 living units to accommodate 38 persons, a central dining room and lounge, and recreation rooms. A monthly charge of about $75 per person will be made, to cover room, board, laundry, utilities, and social and recreational activities. Sponsoring the project is the Pine Ridge Settlement House, a non-denominational organization composed of both Indians and whites. The project will be open to persons 62 years of age and older and, while not limited to members of the sponsoring group, it is expected that most of the oldtimers will be tribe members, as they constitute the greater part of the area's population.

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OLDSTERS CHAMPIONED BY AFL-CIO IN HUGE ELDERLY HOUSING PROGRAM

A 500 million dollar nationwide program for construction of moderate-cost rental housing and nursing home facilities for elderly retired people was recently announced by a group of AFL-CIO labor unions that have formed a nonprofit association to carry out the program over a ten-year span.

Called Four Freedoms, the association expects to erect facilities in 42 key areas throughout the United States. The first projects, earmarked for Washington, Miami Beach, Detroit, and Seattle, are expected to house about 3000 oldsters, according to program manager Charles Gunther. The projects are expected to be financed by direct loans under the Housing and Home Finance Agency's program of housing for the elderly.

Robert C. Weaver, HHFA Administrator, speaking at a dinner in Washington inaugurating the program, lauded the Four Freedoms group. Dr. Weaver declared that at first he was startled when the Four Freedoms announced its 500 million dollar program, backed by federal money. "But then I noticed your announcement said you were talking about a ten-year program. And my alarm gave way to admiration for your vision. For even I had not glimpsed that much money in this program's future." Dr. Weaver went on to say, "The President, I know, has highly praised the initiative and imagination you have shown in launching this ten-year program to provide housing and nursing home facilities for our senior citizens."

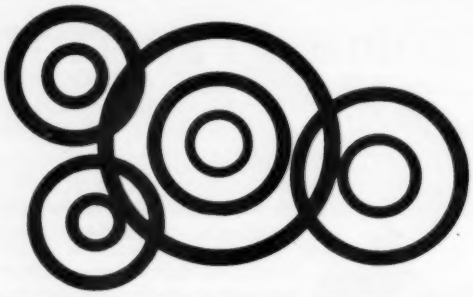
Joseph Curran, president of the National Maritime Union and chairman of the Board of Four Freedoms, awarded Four Freedoms plaques to guests: Dr. Weaver; Abraham A. Ribicoff, Secretary of Health, Education and Welfare; Arthur J. Goldberg, Secretary of Labor; and Senator Pat McNamara.

COLLEGE-LEVEL TRAINING GOES INTO RENEWAL PROGRAMS, WORKSHOPS

Over the past year and a half, the JOURNAL has reported that 23 colleges, universities, and related institutions have given 25 courses, seminars, and workshops dealing with housing and urban renewal (see July 1960 JOURNAL, page 253; November 1960, page 410, February 1961, page 57; and June 1961, page 231). A round-up of current educational activities in the field—upping the grand totals to 32 programs in 30 institutions—appears below.

Michigan State University will be the scene of a midwest conference on urban renewal for businessmen, sponsored by the university's Institute for Community Development, Continuing Education Service, September 20 to 22. The theme: "Urban Renewal in Private Enterprise." Declared purpose of the conference is discussion of the opportunities for making profitable

(Continued column two, page 323)



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Housing Calendar

September

3-9—International Federation for Housing and Planning. Santiago de Campostella, Spain.

8—Middle Atlantic Regional Council. Executive Committee. Park Sheraton Hotel, New York City.

9—Southwest Regional Council. Development Committee. Hot Springs, Arkansas.

11-12—NAHRO Renewal Division. Executive Committee. Washington, D.C.

12-13—NAHRO - PHA Shirtsleeve Maintenance Clinic. Toledo.

13-15—Tennessee Association of Housing and Redevelopment Authorities. Twenty-second annual meeting. Mountain View Hotel, Gatlinburg, Tennessee.

14-15—NAHRO. International Chapter. Valley View Contry Club, Utica, New York.

18—Illinois Association of Housing and Redevelopment Authorities. First annual meeting. Hotel Leland, Springfield, Illinois.

18-19—Southwest Regional Council. Urban Renewal Workshop. Hilton Hotel, Fort Worth.

20-21—Producers' Council 40th Convention, Pittsburgh Hilton Hotel, Pittsburgh.

21-22—Carolinas Council of Housing Authorities. Annual meeting. William R. Barringer Hotel, Charlotte.

23—NAHRO. Middle Atlantic Regional Conference. Urban Renewal Session. Rutgers University, New Brunswick.

24-28—National Institute of Municipal Law Officers. Annual Conference. Waldorf-Astoria Hotel, New York City.

24-28—Congress on Better Living. Fifth annual meeting. Edgewater Beach Hotel, Chicago.

28-29—NAHRO. Housing Division Executive Committee. Lee House, Washington, D.C.

October

1-6—National Recreation Association: Annual recreation congress. Detroit.

11—NAHRO - PHA Shirtsleeve Maintenance Clinic. Decatur, Illinois.

9-18—Eighth Advanced School for Home Builders. University of Illinois, Urbana, Illinois.

10-13—Community Planning Association of Canada. Annual National Planning Conference. Nova Scotian Hotel, Halifax.

11-12—Southwest Regional Council. Maintenance Committee. Lake Charles, Louisiana.

11-12—NAHRO—National Social Welfare Assembly. Joint Committee on Housing and Welfare. New York City.

13-14—Southwest Regional Council. Executive Committee. Lake Charles, Louisiana.

16-17—National Council on Aging. Annual meeting. New York City.

26-28—National Federation of Settlements and Neighborhood Centers. Southeastern conference. Mammoth Cave, Kentucky.

29-November 1—NAHRO Annual Conference. Sheraton Hotel, Washington, D. C.

31-1—Environmental Planning for the Elderly Conference. University of Illinois, Urbana, Illinois.

November

2-6—American Nursing Homes Association. Cleveland.

7-10—National Association of Intergroup Relations Officials. Annual meeting. Hotel Whitcomb, San Francisco.

16-20—National Safety Council. Forty-ninth Safety Congress. Chicago.

23-27 — Second National Conference on Churches and Social Welfare. Cleveland.

26-30—National Conference of the American Institute of Planners. Statler Hilton Hotel, Detroit.

29-December 2—American Public Welfare Association. Biennial Round Table Conference. Edgewater Beach Hotel, Chicago.

December

3-7—National Association of Home Builders. Eighteenth annual convention-exposition. McCormick Place, Chicago.

8-9—Mississippi Association of Housing Authorities. Heidelberg Hotel, Jackson, Mississippi.

1962

April

8-10—Alabama Association of Housing Authorities. Annual meeting. Thomas Jefferson Hotel, Birmingham.

11-12—NAHRO. Codes Division Workshop. Fourth annual conference. Shoreham Hotel, Washington, D.C.

May

20-23—NAHRO. Pacific Southwest Regional Conference. Mission Inn, Riverside, California.

24-25—NAHRO. North Central Regional Conference. Pere Marquette Hotel, Peoria, Illinois.

27—June 1—National Conference on Social Welfare. 89th annual forum. New York City.

June

10-13 — NAHRO. Southeastern Regional Conference. Americana Hotel, Miami Beach.

17-19—NAHRO. Southwest Regional Conference. Allis Hotel. Wichita, Kansas.

17-20—NAHRO. Middle Atlantic Regional Conference. Annual meeting. King Edward Hotel, Toronto.

September

19-21—NAHRO. Pacific Northwest Regional Conference. Tacoma, Washington.

October

18-19—NAHRO. Housing Division Workshop. Pick-Congress Hotel, Chicago.

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NEWS NOTES—

(Continued from page 321)

investments in urban renewal and —through the "tool" of urban renewal — improving the economic well-being of midwestern industry. Among the speakers will be: Urban Renewal Administration Commissioner William L. Slayton; Sears Roebuck's Urban Renewal Director, Harry N. Osgood; and several prominent midwestern businessmen active in the renewal field.

The University of Pennsylvania's recently completed course in "Community Organization for Urban Renewal" consisted of 15 weekly sessions examining the underlying purposes, principles, and methods of the community organization process as related to the goal of citizen participation in community activities. The course was conducted by 17 staff members from four city departments and eight social agencies. Plans call for the course to be repeated.

Hull House Training Center in Chicago, run as one of the services of the National Federation of Settlements and Neighborhood Centers, is offering this fall a week-long course in urban renewal and a number of other courses that relate to the field.

1—"The Settlement Perspective," September 5 to 9, an orientation course for new workers in neighborhood centers.

2—"Urban Renewal," October 2 to 6, a review and analysis of what agencies have done in urban renewal, with emphasis on new tools of planning in cities and on new federal and local governmental policies as they affect neighborhood action and relationships. Course leader will be Fern M. Colborn, former chairman of NAHRO's Joint Committee on Housing and Welfare. William L. Slayton, URA Commissioner, will participate on October 5.

3—"Institute on Services of Neighborhood Centers to Multi-Problem Families," November 13 to 17.

4—"Services to the Aging," November 20 to 22.

5—"Institute on Administration," tentatively scheduled for Novem-

ber 27 to December 1.

The George Washington University offered a course in urban design from June 20 to August 10 under the leadership of "professorial lecturer" Knox Banner, former NAHRO president and presently executive director of the National Downtown Committee, Inc. of Washington, D.C. Among the guest lecturers assisting Mr. Banner: William L. Slayton, URA Commissioner, whose topic was "The Emerging City"; Marie C. McGuire, Public Housing Administration Commissioner, who discussed "Low Rent Public Housing"; James G. Banks, Assistant Commissioner for Relocation with the Urban Renewal Administration, who spoke on "Relocation"; Hugh Mields, Assistant Administrator of the Housing and Home Finance Agency, who lectured on "The Federal Tools of Community Development and Redevelopment"; and James B. Cash Jr., Deputy Commissioner of the Federal Housing Administration, who covered "The Role of the FHA in Urban Development and Redevelopment."

Little Rock University's third annual Commerce Day held May 19 included a special seminar on urban renewal. Four speakers addressed the group on various aspects of urban renewal and pointed out that: (1) "a community's urban renewal program constitutes a 'tremendous cycle' for private business"; (2) "minds have got to be directed to an urban society, not a rural society"; (3) "there is a desparate need for trained traffic and planning personnel"; and (4) "there are many opportunities in the housing field, both for technical minds and for persons interested in management." The Urban Progress Association of Little Rock sponsored a bus tour of the city's urban renewal projects for seminar participants.

The University of Wisconsin—Milwaukee has scheduled an eight-session seminar on problems of urban renewal for this November. The project is headed by Herman G. Berkman, Professor of Economics at the Milwaukee branch of the University of Wisconsin. Mrs. Dorothy Gazzolo, Associate Director of NAHRO and editor of the JOURNAL, is scheduled to speak at one of the sessions.

COMING: GROUP INSURANCE FOR NAHRO MEMBERS

NAHRO members are to be eligible for a life insurance policy for themselves, their spouses, and their unmarried children: that's the good word that will be announced in October, with all details included.

The North American Company for Life, Accident, and Health Insurance of Chicago will underwrite the policies. The cost will be low because group rates will apply. At least 150 applications will have to be received to qualify NAHRO for the group rate. An even greater volume of applications will be required if members with health handicaps are to be "blanketed into" coverage under health waivers. . . .

So—watch for the announcement. Complete the application form that will be a part of it. Mail the form in at once to the insurance company, in accordance with the instructions that will be sent with the announcement.

NAHRO's Board of Governors reviewed the plan at its May 1961 meeting and recommends it to NAHRO members as a fine, low-cost method of providing extra insurance benefits for their families.

The University of Illinois' eighth architects conference will take place October 31 to November 2; this year's subject: "Environmental Planning for the Elderly." In addition to members of the architectural profession, members from governmental agencies, fraternal organizations, labor unions, religion-affiliated groups, and state departments are expected to attend. The three main subjects for discussion are: (1) "Social Relationships, Economic Status, and Health of the Elderly"; (2) "Community and Planning Facilities for the Elderly"; and (3) "Architectural Solutions of Particular Problems." In addition to faculty members of the university, prominent speakers from across the nation will address the conference.

NEW HAWAII LAW SETS LAND USE, ASSESSMENT CONTROLS

The 1961 session of the legislature of the new state of Hawaii set about with a first-things-first attitude to deal with the problems of preventing urban sprawl, preserving open spaces, and protecting high-value crop lands through passage of a law concerning zoning of all lands in the islands. Set up by the law and financed by an annual state appropriation of $50,000 is a seven-member state land use commission that will set the boundaries and prescribe the use regulations for three major zoning districts: urban, agricultural, and conservation. Within each district counties will continue their normal zoning procedures, but under the new state land-use regulations. The law further requires the department of taxation, when making assessments of property within a district, to determine taxes not only on actual usage but on potential use as well.

Hawaii has a total area of just under 6500 square miles divided into four counties; state zoning is felt by officials and those with farm and land interests alike to be the best solution to the serious problems of a tight land situation, a pressing urban growth on the island of Oahu, and speculative subdivision activity on the island of Hawaii.

Yet to be appointed are the members of the land use commission (one from each of the senatorial districts and one at large) who may not hold any other public office and who will serve without compensation.

TEMPORARY NOTE RATES INCH UPWARDS DURING SUMMER MONTHS

A total of 453 authorities figured in the sales of temporary housing notes in the five monthly sales between May and September. From a low of 1.386 in the May 9 sale, the average interest rate climbed steadily—with the exception of a slight drop in July—to September's 1.611. Monthly average interest rates were 1.547 in June; 1.486 in July; and 1.572 in August.

Washington Report

prepared by Kenneth Ashworth

DEPARTMENT OF URBAN AFFAIRS BILL HELD OVER FOR NEXT SESSION • HOUSING RESEARCH APPROPRIATION APPROVED • SENATOR SPARKMAN SPONSORS LAND ACQUISITION STUDY • NAHRO ESTABLISHES RELOCATION COMMITTEE • COMMUNITY FACILITIES ADMINISTRATION LOWERS INTEREST RATES

DEPARTMENT OF URBAN AFFAIRS BILL HELD OVER. With the Washington legislative session drawing to a close, supporters of various programs have been making predictions, exerting last-minute pressure, and continuing to show optimism about legislative proposals affecting their particular interests. This pattern of behavior showed up among the backers of the Department of Urban Affairs and Housing. The bill for establishing the department had cleared both House and Senate Government Operations Committees and the early September hope was that it would be passed by both houses before adjournment, which was rumored to be scheduled for sometime the last half of September. However, as of September 7, Senate leaders decided to let the bill run over to next year, since the House had refused to act on it.

The major obstacles to passage appeared to be the House Rules Committee and the need to muster Administration support and Congressional leadership at a time when there were many other pressing domestic and international issues crowding the action agenda. The feeling generally was that, if the Rules Committee were to release the bill, and if a movement were made for passage, the bill would have to face a stiff fight in the House of Representatives. There, rural and conservative forces have been holding hands and supporting the argument that an urban affairs department would open the way for a federal government take-over of the cities and states, resulting in big city domination of the government and greatly increased costs for operating federal-aid programs for cities as compared with costs under the present set-up.

Various other opposition forces had been mumbling effectively in the background. For example, interests concerned that a department might upset their present relations with the Federal Housing Administration managed to insure preeminence and independence for FHA in the new departmental proposal. Also, leaders of non-housing programs related to and affecting cities were concerned that the new department would try to absorb their operations and organizations . . . so they were lined up against it.

Moreover, political considerations of all types boiled to the surface. Southern conservatives concerned with the civil rights issue--federal efforts to integrate schools and what they see as "tacit" federal approval of the "Freedom Riders"--expressed strong general anti-federal government feelings on all issues.

Senators and Representatives, who must usually depend, in part, for the political support of their state governors, were, in some cases, receiving pressures against the department bill from their governors, who, in turn, usually preside over rurally dominated state governments.

But, even though these various and diverse opposing views were seen as being rather small individually--and even in total--as compared with the single overiding and compelling need for a department to coordinate and administer the programs most closely relating to the nation's cities, the decision went against the bill and it was dropped from the priority list of pressing national issues.

FEDERAL RESEARCH PROGRAM APPROVED. After a rough up-and-down fight through Congress, a housing research program has been approved and a $375,000 appropriation for research on five specific topics has been authorized. The

original request was for $900,000--made by the Housing and Home Finance Agency in mid-August in submitting its budget for the coming year. The House Appropriations Committee cut the sum in half. Expectations of having part or all of this cut restored by the Senate Appropriations Committee were shattered when that group recommended cutting the full request. Spokesmen on the Senate floor restored some of the funds for certain designated studies. The final amount of $375,000 is earmarked in specific amounts for studies on housing for the elderly; family displacement by public improvement programs; statistics on prices and volume of new housing sales; credit factors in foreclosures; and intermunicipal approaches to planning, development, and renewal.

STUDY OF ACQUISITION PRACTICES MAY BRING RELOCATION UNIFORMITY. Senator John J. Sparkman of Alabama has again sponsored a bill to provide for a nationwide, comprehensive study of the land acquisition procedures and practices followed in the programs involving federal government assistance. In a bill submitted in August, the Senator proposes that information be gathered on condemnation procedures followed in taking property under government programs. The bill provides for an examination of whether the basic constitutional prohibition against taking property without due process of law is being followed in all cases. Also to be studied: whether or not just compensation is being paid for properties taken and whether all persons affected receive fair, just, and equal treatment.

Among the many federal programs other than urban renewal and public housing through which private property is taken for public uses are military and civil defense, highway construction, and such public building programs as those of the General Services Administration and the Post Office Department. It is known that, in many cases, the persons affected are subjected to hardships and inconveniences and suffer substantial direct losses. And there has been a growing sensitivity to the great disparity of treatment of property owners, depending on which federal program is acquiring their property.

The bill is pending in the Senate Committee on Government Operations.

NAHRO RELOCATION COMMITTEE ESTABLISHED. NAHRO's continuing interest in, and concern with, the problems of relocating families and businesses displaced by all types of government action have prompted the establishment of a NAHRO-Federal Government Relocation Committee. This committee is not to operate under any one of the NAHRO divisions but will function in an over-all capacity to serve the interests of the Housing, Renewal, and Codes Divisions. Representation on the committee is very broad. It has as members local representatives from the relocation field; a redevelopment and housing commissioner; an executive director of an LPA; a representative from the National Association of Home Builders; federal agency representation from the Urban Renewal Administration, the Public Housing Administration, the Federal Housing Administration, the Small Business Administration, and the Bureau of Public Roads.

Chairman of the committee is Mrs. Mead Smith Karras, Assistant Development Coordinator, Office of the Mayor of Philadelphia. During the first meeting, held in Washington on August 23, the committee established areas for consideration during the year and set priorities for dealing with the questions involved. Top priority was given to evolving policy and legislative provisions for standardizing and making consistent the relocation operations of all federal programs displacing families and businesses. Subjects lower down on the priority scale with which the committee will deal: relocation resources, business relocation, social considerations of relocation.

CFA LOWERS INTEREST RATE ON PUBLIC FACILITY LOANS. With a July announcement that interest rates had been lowered to 3-5/8 per cent on public facility loans in localities under 50,000 in population and to 3-3/8 per cent on public facility loans in cities under 150,000 in depressed areas, it was anticipated that such localities would turn increasingly to the Community Facilities Administration for financing of such community improvements as sewers, streets, sidewalks, lighting improvements, and other such public works projects. All public works, except schools, are now eligible for CFA financing. Under previous regulations, CFA assistance was restricted to cities under 10,000 and narrowly limited the types of facilities eligible for CFA loans.

Even though the new rates are still above those that some municipalities can obtain on public works bonds in the private bond market, CFA assistance is expected to be most helpful for small cities and for localities with declining or unstable economies that have difficulties selling their bonds.

SKID ROW

gives renewalists rough, tough relocation problems

The relocation problems posed by skid row as a renewal area have caused some cities to pause for a long probing look at the make-up of skid row before striding ahead with renewal plans. In Sacramento, a preliminary redevelopment study of the skid row area was made as early as 1948 and, based on that study, a more comprehensive survey got under way in 1957. Kansas City, Missouri began its surveys in 1953. Studies were published in Minneapolis in 1958; in Chicago and New York, in 1959; and, in Philadelphia, in 1960, as a follow-up to smaller, specialized studies made in 1952 and 1956. A skid row study of New York's Bowery came out in 1961. Sponsorship of these studies ranged from private citizen groups to local public agencies, backed by federal assistance in the form of grants.

What Skid Row Is

A comparison of findings reveals that the skid row of one city is not in any significant way different from the skid row of others; in every skid row area scrutinized, the population is almost exclusively male, with 50 per cent of the men between the ages of 45 and 65; the average income is in the extremely low brackets (in Philadelphia, for example, over one-third of a sample group had no income *from wages* at all and over two-thirds of the same group had a total yearly income, *from all sources,* of less than $2000). The incidence of disease, handicaps, and mental disability is high.

The popular concept that skid row is populated in the main by drunken bums and derelicts had to be revised: the studies show that, while considerable, the rate of chronic alcoholism is not nearly as high as imagined (in Chicago: 32.5 per cent, or 4000 out of almost 12,000 skid row men; on New York's Bowery, even less: 20 per cent, according to the 1961 report).

In all skid rows, the largest percentage of inhabitants, if they can afford it, sleep in cubicle—or "birdcage"—hotels, where the use of flimsy partitions in a large loft or warehouse attempts to give a sense of privacy to the 5-by-7 foot sleeping quarters, which may cost anywhere from 25 to 75 cents a night. Those who can't afford a cubicle sleep in the open or in free beds at missions sponsored by religious groups. A large proportion of the men depend on the missions, too, for free meals.

The income of skid row men, as reported above, can support little better than this level of living. Welfare, relief, handouts, petty thefts are the only income possible for many skid row residents: the aged, the disabled, the handicapped, the sick. Those able to work fare no better . . . if even as well: poorly equipped physically and emotionally to compete in the job market, the only work available to them is the lowest paying, the least secure—the leftovers and crumbs from the employment table: factory "extras"; menial jobs in cheap restaurants, hotels, and bars; casual labor on delivery trucks; spot jobs of all kinds.

Renewal and Relocation

These are the people who must be relocated before renewal plans can get under way in skid row. Some of the questions that arise are: Where are they to go? How much responsibility toward them does the renewal agency have? What is the share of other public and private agencies in solving their problems?

While relocation payments for families and businesses displaced by renewal activities are fixed by law—$200 for families; actual certified relocation costs for businesses (see July JOURNAL, page 284)—provisions for the relocation of single individuals are not defined in the law. However, the regulations of the Urban Renewal Administration authorize local agencies to make a token payment of five dollars to displaced single individuals. Under these same URA rules, no responsibility for relocation is involved for transient individuals . . . and a "transient" is defined as an individual who has lived at his last address for 90 days or less. Since many skid row men have no address at all, even though they may

have slept at the same flophouse nearly every night for years on a night-by-night basis, they can actually be considered transient.

Some renewal agencies pay the skid row "relocatee" the standard five dollar payment, "transient" or no; offer help, if it's requested, in finding new housing; and proceed with renewal of the area—the relocation problem behind them.

In other cities, a slow procedure is adopted. Pausing on the brink of skid row renewal, these cities first make the detailed and comprehensive studies referred to above and, through the studies, attempt to break down the problems and to get at their sources. Census tabllations of skid row were made in almost all studies, with the census figures broken down again and again to reveal patterns of employment, income, residence, health, age, origin, habits, preferences, marital status, religious affiliations. From these breakdowns come the suggestions and recommendations of specific actions that might be undertaken in the renewal of skid row (see page 333).

Here's how things went—or are going—in cities grappling with the redevelopment of their skid row areas. The stories fall into three categories, covering (a) cities that have moved into direct action on skid row relocation; (b) cities that have paused for a longer, deeper look and then proceeded on the basis of what they saw; and (c) cities still studying the skid row area and hoping to come up with ultimate solutions before they start the renewal ball rolling.

SKID ROW: ITS DEVELOPMENT, ITS ROLE IN THE CITY, ITS COST

The development of skid row, according to William J. Plunkert, associate director of the National Council on Alcoholism, has usually occurred in a "twilight zone" between the center of the city and the just-off-center business, industrial, or close-in residential districts. Mr. Plunkert points out that "until after the great depression of the thirties, skid row was dynamic. While it is true," he goes on, "that many inhabitants of skid row were physically and mentally disabled, nonetheless, thousands of men who lived in the area were hard-working, self-supporting men engaged in occupations which demanded freedom to change location without transporting families. Eventually, industrial development and mass unionization lifted whole occupational groups from this substrata into the main social stream. . . . Today skid row is a static society of approximately one-half million individuals, almost all men."

Skid row once functioned, Mr. Plunkert indicates as a necessary part of the city. Its proximity to hiring centers was essential to the migratory labor force. The kind of housing it provided was the kind the men who made up this labor force needed. That skid row also provided what was sought by unattached men who were *not* a part of the hard-working, self-supporting migratory group was a concomitant, but not, until recently, the dominant tone-setting characteristic of skid row.

The resultant population make-up of skid rows today shows a large percentage of old men, helpless men, sick men, poor men, whose withdrawal from the mainstream of society is intensified by their exploitation at the hands of other outcasts who automatically drift to skid row: the petty thieves, the ex-convicts, the perverts, the alcoholics.

The annual cost of maintaining skid row, just as it is, runs high for the rest of the community—whose attitude toward skid row Mr. Plunkert characterizes as "contemptuous, fearful, and rejecting." In Chicago, for example, the estimated yearly cost is nearly 5 million dollars in public funds, added to which is almost $850,000 in private expenditures to run and maintain the 11 private agencies operative on the city's skid row. Multiplied on a proportionate basis, the annual national cost of maintaining what Mr. Plunkert has labelled "this repellent blight on our society" soars skyward.

Skid Row Minneapolis . . . *"skid row of nationwide prominence"*

Minneapolis laid the groundwork for careful and thorough handling of relocation problems in its 68-acre Gateway urban renewal project well before the project reached the execution stage. In its detailed study of the skid row area, made in 1958, one outstanding and unexpected fact came to light: the proportion of elderly men living in the area was much higher than imagined. On the basis of this information, proposals were made for the construction of public housing for the elderly specifically designed to accommodate the displacees from skid row. Envisioned were some 500 units, the majority of them, single rooms – partially furnished – with some housekeeping units. Public Housing Administration officials encouraged further development of the plans and the authority cast its eyes on various locations within the city where construction of the units would be feasible. One site selection after another met with such violent opposition from the residents of the areas under consideration – who feared the construction of such housing within their neighborhoods would be as good as dropping skid row lock, stock, and barrel into their backyards—that the authority, after selecting and being forced to drop *nine* proposed sites, settled on a spot adjacent to the project itself and were prepared to amend project plans to include it. This time it was the city council that said "Nothing doing" and the whole idea had to be dropped for lack of a place to build.

In order to trace and keep in touch with the men who relocated from the skid row area, Minneapolis' five dollar relocation payments are made *after* the individual has moved. In this way, the authority has been able to determine that

skid row men relocated in a widely-dispersed fashion in seven or eight neighborhoods throughout the city, in almost all cases with an improvement in environment and living conditions. Not content with that as follow-up information on relocation from skid row, a monthly census of the skid row area has been made to ascertain not only how much of the relocation load has been accomplished, but how much remains to be done. Recently, an interim report on relocation progress that covers some 800 of the approximately 2000 men relocated was made with the objective of finding out whether only the "easiest" cases have been handled so far, or whether relocation has cut deep into the "hard core" of the skid row population as well. Resultant information: relocation has not just skimmed the surface in Minneapolis but has penetrated to the men termed "tougher" relocation problems as well.

Several factors enter into the current feeling in Minneapolis that there is little danger of a skid row forming again in some other neighborhood: (1) dispersal of the men has been so wide that there is no single "nucleus" anywhere in the city from which skid row could redevelop; (2) because of this wide dispersal, the missions, bars, and other commercial and private facilities that distinguish a skid row neighborhood have not followed the men and reappeared in another neighborhood – there simply isn't enough "business" for them in any one section of the city; (3) skid row men, through relocation, have improved their own living standards.

Because Minneapolis has an active and large public-housing-for-the-elderly program in the works, the supply of available housing has been greatly increased and there is the possibility that men moving from skid row will relocate in places vacated by elderly people moving into the new projects. Although there is no connection between the elderly housing program and the relocation program from skid row, it is considered possible that their concurrent development may offer some openings to the skid row men who are looking for a place to live.

Titles to the remaining 46 of the 202 properties in the Minneapolis project are expected to be in the hands of the authority by July 1962. To date 57 of the 190 struc-

tures slated for demolition have been torn down; 34 more will have been demolished by October. Property cleared is leased on a month-to-month basis for parking purposes for central business district traffic.

Plans for Gateway Center, to be developed by the Knutson Company of Minneapolis, include a central plaza ringed by restaurants and small offices, new high-rise office buildings, a luxury hotel, 1500 high-rise apartment units, a new Food and Drug Administration building, and extensive parking facilities. Construction begins this year, to proceed over an eight-year span; tax revenue for the area is expected to increase by more than seven times the present $360,000, while city costs to service the area are anticipated to be a tenth of the current 1.7 million dollars.

Skid Row Stockton . . . *"hard core of skid row"*

Relocation of businesses from the nine-block skid row area of Stockton, California, has proved more of a headache to the redevelopment agency than relocation of the single men who made the area their home. Businessmen's protests over the $3000 maximum limit on business relocation payments (as provided by law prior to passage of the 1961 housing act) delayed land acquisition until August, following a public hearing set by the city council. The session was continued to a second hearing and the interim was used by the redevelopment agency to hold a workshop session with the councilmen to resolve all questions.

Relocation of the single men from the area into available and sufficient facilities in a block adjoining the present skid row area is to be temporary; the construction of a crosstown freeway will claim this site in five years. Anticipating the second relocation of skid row men, the agency and city of Stockton propose setting up a transient labor center somewhat removed from the project area; just how it's to be done is not yet known.

The local share of the project costs, estimated at 2.6 million dollars, is expected to be met with the issuance of tax increment bonds under the California redevelopment law tax allocation privilege. The renewed skid row of Stockton will include a one-block Chinatown section, a 200-room convention motor hotel, and commercial land use for extension of the city's central business district.

Public support for the project continues to be, according to redevelopment agency director John Jacobs, "very strong and very vocal and . . . appropriately effective. This project encompasses the hard core of our skid row . . . imagine the impact it will have on this city."

Skid Row Kansas City, Missouri . . .

"assistance cannot be forced on people"

As far as JOURNAL sources show, Kansas City, Missouri was the first to roll up its sleeves and step into skid row. First surveys for the Kansas City Northside project were made back in March 1953 by a local nonprofit organization. Intended as background for setting up an effective relocation program, the survey showed that 575 of an approximate 800 inhabitants of the skid row area were single adults. Albert Harmon, Executive Director of the Housing and Land Clearance for Redevelopment Authorities of Kansas City, reports, looking back on the relocation of the skid row population:

"It was found that these single persons—sometimes referred to as 'homeless men'—were divided into three rather distinct groups. Perhaps the largest of these were old-age pensioners living in the area because they could eke out a meager existence on their limited income in such an environment. These persons were not so difficult to deal with and would generally provide the required survey information. The second group was composed of migratory or seasonal workers. These persons work on farms, railroads, etc., during the spring, summer, and fall, and hole up in an area of this type over the winter, where they can subsist on their savings and unemployment benefits. Here again, the information was not too difficult to obtain but it was difficult to make a complete or accurate survey because of the transient nature of the people. The third group was made up of the real bums and alcoholics. These men are not only suspicious but are very independent and want only to be left alone. It is virtually impossible to obtain any reliable information from them and the only meager information we were able to obtain came from managers of the flophouses and cheap hotels in the area. This information was inconclusive even as to the number of such persons, since it was known that many of them slept in hallways, abandoned buildings, and other such places."

A second survey by the city welfare department the next year gave Kansas City renewalists little more to go on, they felt, except that the area population had declined—and this population count was felt, in the final analysis, to be the most important factor bearing on relocation activities, since ensuing attempts at actually handling relocation were unsuccessful. Mr. Harmon continues ". . . these people—even the pensioners and seasonal workers—more or less spurned relocation assistance, and, of course, such assistance cannot be forced on them. As we moved into the relocation phase of the project, we prepared an informational notice setting forth the usual factual information about the project and offering relocation assistance. The notice advised the location of a relocation office in the area where assistance could be obtained and requested that individuals finding suitable relocations on their own report the location of such accommodations to us. However, notwithstanding our efforts to provide every possible assistance, not a single individual resident requested such assistance, and only two reported the location of their new accommodations."

The authority, however, *did* find that use was made of a listing of available cheap rooms, distributed in person to men who faced displacement, and posted on all buildings subject to demolition.

"But by and large," Mr. Harmon concludes in looking back, "we found it rather impossible either to furnish relocation assistance (beyond notices that it was available)

A litter of wine bottles and Sterno cans decorates the narrow alleyway leading to the courtyard of the old National Hotel in Norfolk. Razed in 1958, the structure is one of the "ancient flophouses" referred to in the quotation below by Norfolk redevelopment authority executive director Lawrence M. Cox. The picture, the cover picture, and all others illustrating the skid row article, with the exception of the one appearing on page 335, are the work of photographer Neal V. Clark, Jr., who prepared them for Norfolk's "Downtown Redevelopment," a brochure prepared to graphically demonstrate the before, present, and after aspects of the city's downtown renewal program.

or to trace such persons to a new location. You are always faced with the proposition that assistance cannot be forced on people who do not want it, no matter how much effort you may put forth . . ."

The Northside project—Kansas City's first under Title I provisions—was completed in June 1960 at a net project cost of just over 1.75 million dollars. The ten-acre area is now the site for a 110-unit motel, a 13-story office building, and parking spaces for the adjacent business district (see January 1960 JOURNAL, page 30).

Skid Row Norfolk . . .

"a temple of burlesque, a jungle of joints, scores of flophouses . . ."

The majority of single men displaced in 1958 from the "festering and infamous" skid row area of Norfolk, Virginia's downtown renewal project were considered transients and, as such, not eligible for relocation payments under the law. Nonetheless, the Norfolk redevelopment and housing authority made public its willingness and desire to assist any individuals who wanted help finding new housing. Its experience was the same as that of the Kansas City authority four year earlier: no takers.

Progress in the vacated area to date has reached the demolition stage. Says Lawrence M. Cox, executive director of the authority: "We've reduced to rubble an ancient temple of burlesque, a distressingly large jungle of joints, and scores of flophouses not renowned for adding lustre to their city's good name." New private buildings in the area will include an 11-story office building at an intersection that was, a few months ago, the "hub" of skid row; stores; other office buildings; parking lots. It is expected that tax revenues in the area will jump from under $170,000 to $375,000.

A new civic center, also deep in the heart of what was skid row, will be completed in 1963; the 15 million dollar municipal complex will rise on the site that was formerly the location of some of the worst residential slums in the city.

Although not able to follow up or trace individuals who relocated in advance of the wave of downtown renewal, the problem of a possible springing up of another skid row area is not regarded as a threat in Norfolk in the foreseeable future. Because of the very transiency of their natures, many individuals are assumed to have left the city entirely; the rest, dispersed in other areas where adequate vacancies of the type to meet their needs exist, will, it is felt, be absorbed into the community, rather than act upon the community to recreate the skid row environment elsewhere.

"The [skid row] area," Mr. Cox indicates, "is a fine example of urban blight and urban potential, and we're on the way here, we hope, to realize the potential."

Skid Row Chicago . . . *"instead of planning . . . a new skid row . . . make skid rows unnecessary"*

Chicago is one of the cities that has paused before plunging into skid row renewal and has taken a long, probing look at the task at hand. To its credit is one of the most comprehensive of all the skid row studies made. Release of its final Section 314 report is scheduled for October, under the title, "The Homeless Man on Skid Row."

Good press coverage of sections of the report as they were released along the way has stirred up reactions that seem to promise strong support for getting renewal of the city's three skid row areas in the works. Raymond Hilliard, director of the Cook County department of public aid, called for an action program to set the recommendations of the study in motion and, if necessary, new laws and state funds to "eradicate the skid rows in five years." Saved by quick action, Mr. Hilliard pointed out, would be the "thousands of dollars in relief . . . paid to skid row residents each month [which are] going down rented ratholes instead of into rehabilitation."

Private business support also seems to be in prospect, stimulated by the vision of a gateway to the heart of the downtown Loop, where, now, the West Madison Street skid row is entrenched.

Skid Row Sacramento . . . *"transformation"*

Skid row in Sacramento was recognized as a problem as far back as 1948, when a preliminary redevelopment study was undertaken. As one of the cities that paused before plunging into renewal of its skid row area, Sacramento followed up with an Urban Renewal Administration Section 314 research study, released in 1957; it got to work on relocation activities only after the research study's statistics and recommendations became available.

What the city had on its hands was a skid row population of 5000 to 6000 single men, 731 householders, 361 businesses, and 20 institutions. The skid row area occupied 24 blocks within the boundaries of Sacramento's 65-block redevelopment area number one. The redevelopment of the area was set to be accomplished in three stages, with two blocks of skid row falling within the first project area; five and a half blocks within the second; and the remainder in the third. Progress to date has been completion of land acquisition in the first project area and substantial inroads into acquisition in the others. A total of 15 blocks in the skid row area have been completely cleared.

Relocation of an estimated 50 per cent of the skid row population has been accomplished, with the agency paying certified moving costs of displaced persons—including single individuals from hotels and rooming houses—although no relocation payments were made to transient individuals.

The original recommendation of the Sacramento survey that special housing be built to accommodate the single men from skid row (see October 1959 JOURNAL, page 324) was not realized; although several private developers demonstrated interest and went so far as to draw up plans for the proposed housing, land cheap enough to build on could not be found. As a result, the single-man skid row population has been dispersed through other areas of the city, although the agency has not been able to activate an effective tracing program to keep in touch with them.

The recent adoption of a new housing code—undertaken in compliance with federal "workable program" requirements so that the city could qualify for federal funds for its second Title I project in the skid row area—is felt to be one of the important factors that will prevent the springing up of another skid row area in the city.

Re-use in the skid row area is largely commercial—but included will be a two-block "Chinese center," a parklike mall approaching the state capitol building and flanked by office buildings, and a hotel. Transformation of the 16-block area where "several thousand . . . men idle away their time" to a "vital and exciting part of the community" is now a part of Sacramento's foreseeable future.

Skid Row

New York . . .

"nothing short of a total effort"

With the "capital skid row area in the country" as its problem, New York follows the pattern of those cities taking a long, deliberate look at their skid row areas before getting action started. Up before the city planning commission at present is a proposal for a 1600-family middle-income cooperative for the area, requiring extensive demolition and relocation of present tenants. As an alternative to this proposal, a private citizens group, the Cooper Square community development committee, has caused a full survey of the area to be made and has come up with recommendations for renewal and relocation aimed at avoiding large-scale relocation.

Relocation policy in New York allows for no responsibility on the part of the city in the way of assistance or relocation payments to single men, except for those over 60 years of age. In spite of this freedom from responsibility, help in finding new living quarters is given when requested. This policy has been standard when dealing with the vacating of rooming houses and hotels in redevelopment areas; it will presumably continue to be the policy when relocation of Bowery inhabitants gets going.

In view of this fact, the Cooper Square group, in presenting their alternate plan for renewal of the area—which includes the Bowery—makes specific recommendations for handling the relocation of the 6000 men who inhabit the skid row area. The philosophy behind their plan—which includes dispersal, increased relief payments to aged non-drinking men, winter work programs—is that if single men could adequately support themselves, many of them would, by choice, live elsewhere than on the Bowery.

Main emphasis in all proposals for relocating skid row men is to get the relocation program started as far as possible in advance of actual redevelopment activities.

The renewal plan of the Cooper Square group is now in the hands of Mayor Wagner and of New York's housing and planning officials. Whether it will be adopted or incorporated in whole or in part in other renewal plans for the area has not been announced.

SKID ROW SURVEYS MAKE SOME RECOMMENDATIONS FOR THE SOLUTION OF THE RELOCATION PROBLEM

"The relocation process . . . should begin as far in advance of actual redevelopment programs for the area as is possible."

". . . greater cooperation and coordination between municipal planning, housing, and redevelopment agencies and the various public and private welfare agencies."

". . . establishment of a bureau of migrant and homeless persons, which will coordinate and direct the work of the various agencies in treating and relocating the residents of skid row."

". . . development of more creative and positive communication with the general public regarding the nature of skid row and advantages of redevelopment and rehabilitation."

". . . centralized referral of skid row men to appropriate facilities in order to reduce their dependency and alleviate their problems. Programs of treatment would include: vocational rehabilitation and training, medical treatment, treatment for alcoholism, institutionalization for those who need it, care for the elderly and handicapped."

". . . provision of rehousing for the residents of skid row, based on their needs and within their means: rehousing for the elderly pensioner in existing public or private nursing homes, foster homes, old age homes, and standard low rent rooms; public housing, or housing under Section 231, for the elderly and low income workingman; construction of primary treatment centers and halfway houses for alcoholics; erection of public shelter for the temporarily destitute and migrant worker; upgrading of existing structures on skid row for those who will not live elsewhere."

"*programs of prevention* to decrease skid row as an entity or as a necessity . . . [to] include: community programs for mental health; increased welfare and Social Security payments and minimum wage law compliance to decrease poverty; community programs for medical care."

Through a pilot relocation program, develop "methods for communicating and working with these men."

Set up a diagnostic center to handle the vocational, educational, and medical problems of the men.

Designate a new area to be built up for single-man occupancy with housing privately provided since "the type of accommodations required by unattached men is quite foreign to the aims and legal limitations of public housing."

"Any permanent solution must recognize that such neighborhoods fulfill a need for the men who live there"—find out why they're there (economic problems? unusual personal misfortune? personality difficulties? mental or physical handicaps?) and "determine the possibilities of rehabilitation." Such a program "requires that the community make major decisions at two points: one, whether to provide the funds for the research and two, whether to spend the money needed to carry out the program of rehabilitation."

"Greater emphasis . . . on the organization and administration of welfare services, and the planning and development of adequate housing, rehabilitation, and other needed facilities."

Skid Row

Duluth . . .

"erase the bowery . . . an investment rather than an expenditure"

Two significant steps got Duluth, Minnesota's 16.5-acre so-called Bowery area on the road to renewal: (1) the state legislature passed a half-mill tax levy increase for ten years to finance the local share of project costs and (2) strong municipal support was put behind the project by the appointment by Mayor E. Clifford Mork of a 15-member citizens urban renewal advisory committee especially to assist with the Bowery project. Renewal of skid row is, pointed out Mayor Mork, "an investment rather than an expenditure."

The half-mill tax levy increase means the authority can issue bonds to raise immediately the local costs, without voter approval, since the ten-year tax increase stands as a guarantee behind the bond issue. The citizen support indicates a settling of grievances (one of them, similar to Stockton's headache, was fear of business loss among shopkeepers who faced relocation) and a massing of local opinion behind the renewal plan.

Midway in the development of plans, the eyes of Duluth citizens turned from the present to the future with the change of the name "Bowery project" to the designation "Gateway urban renewal project."

A $55,536 federal planning grant was approved in March; first step in relocating 618 single individuals was taken in June with the employment of five fulltime interviewers to obtain statistics and relocation-preference information from the inhabitants. Relocation activities based on the information gleaned are slated to begin in a year's time. The material being gathered will be used to draw up formal detailed studies for submission to federal authorities and to the city council, which has kept an eagle eye especially on the relocation plans at every step of the project development. Relocation payments for single men are set to be five dollars.

Suggested for land use by Donald Knutson, president of the developers for Minneapolis' Gateway project, when he spoke to Duluth renewalists and renewal-minded citizens, was a scheme similar to that adopted in Minneapolis. That is, temporary leasing of cleared land for parking facilities to maintain income on the property until it is sold for final development. The Duluth project, he told his audience, is "a cinch to succeed."

Duluth envisions expanded commercial facilities on the cleared land, plus parking areas, some residential construction, and—possibly—a much-needed, much-wanted civic auditorium to increase its draw as a convention center for the area.

Stockton's Yankee Doodle Inn is located smack in the middle of the nine-block skid row area slated for redevelopment; stormy public hearings in August before the city council brought out adamant claims by business interests in the area—known as West End—that it is a skid row no longer but rather a "poor man's service and supply area." Proposed instead by the anti-redevelopment interests was rehabilitation. Countered renewalists: redevelopment is the only means of saving downtown Stockton where the West End area is "a cancer eating into the city's vitals."

Skid Row

Toledo . . .

"a classic pattern of deterioration"

Toledo's Vistula Meadows area is said to have followed the classic pattern of the deterioration of a dynamic city center area into a skid row section. Shifting land use saw the city move away from the riverfront, leaving behind deteriorating commercial structures, vacant buildings and store fronts, and stately homes that eventually began new lives as cheap hotels and rooming houses.

The Vistula Meadows renewal plan (divided into three projects to be carried out simultaneously) will move into execution when land acquisition begins early in 1962. The number of single men in the skid row section of Vistula Meadows is estimated at 725, of which 250 are considered to fall into the stereotyped skid row group—the bums, derelicts, transients, alcoholics. With an ample supply of housing of all types available, Toledo renewalists foresee dispersal of the men throughout the city as a successful solution to the problem of relocation. Five dollars ("cab fare out of Vistula Meadows") is the maximum relocation payment slated for individuals.

As in Sacramento, the strict enforcement of a strong housing code is felt to be one of the tools which will, on the one hand, prevent other neighborhoods from taking on the characteristics of a skid row area and, on the other, assist the men displaced from Vistula Meadows in raising their own living standards.

Re-use of the area will include a riverfront park; six apartment structures; office, commercial, retail, and parking facilities; and a new civic auditorium that was proposed for this site some 30 years ago but was never realized, due to the rapid descent of the area into blight.

Classic in its deterioration, Vistula Meadows is now looked upon as "a model example of the potentialities of the urban renewal process."

Skid Row

Detroit . . .
"skid row will not be eliminated"

Close inter-agency work between the Detroit housing commission and agencies directly involved with skid row problems (among them: the mayor's rehabilitation committee on skid row problems; the Salvation Army; the Howard street mission; the small hotel owners association) is what is involved in Detroit's attempt to "resolve the question of relocation in the best interests of the people involved and the City of Detroit," according to Mark Herley, director-secretary of the Detroit Housing Commission. With the 59-acre skid row project —officially known as Central Business District Number 1—now in the land acquisition stage, plans are in readiness for the establishment of a relocation field office in the project area. With enough experience behind them to know whereof they speak, however, Detroit renewalists admit that "the 'single' population tends to meet its own relocation needs with a minimum of assistance." With all agencies cooperating, it is felt that the social problems of the mass movement of the skid row population can be met.

But in Detroit, the feeling also prevails that skid row will not be eliminated. Present indications are that skid row is moving to a spot about a mile from its present site, following the move of two of the major institutions that serve the single men. In the new area there are suitable buildings for housing the single-man population and vacancies are abundant. However, it is felt that the area for rehousing can be controlled to the extent that the needs of the single men can be met with "a minimum of disruption to the rest of the city." How much of an advance an improved skid row will be over the old skid row remains to be seen.

Redevelopment plans for the cleared area provide for high-rise apartments, light industry, and warehouse sites.

Wine, women, and song à la skid row—supposedly cheaper than elsewhere in cities—have given these areas something of a draw as a tourist mecca in many large cities. Cheap entertainment, bright lights, rowdy dives, put a veneer of excitement over the troubled reality of skid row, attracting—as pictured in a photograph taken along Norfolk's East Main Street—the curious, the footloose, the transient.

Formerly considered a "safe" spot for a "good time," skid rows in many large cities—notably New York and Chicago—are beginning to report the alarming rise in the incidence of serious crime, which takes as its victim skid row visitor and skid row inhabitant alike.

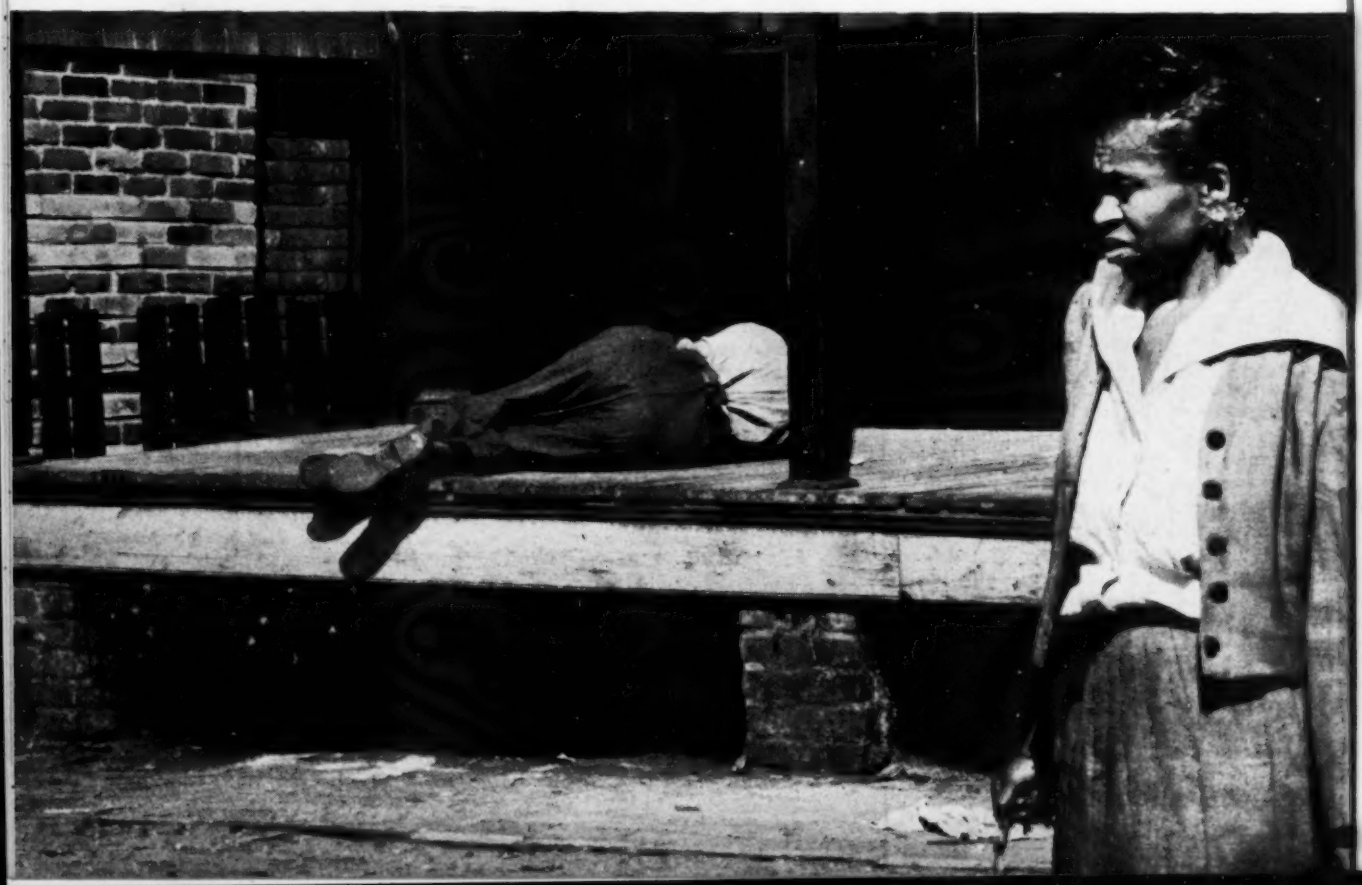
Skid Row Philadelphia . . .

"physical redevelopment has its problems, but they are small compared to the human . . . problem"

Philadelphia is another city that drew back for a thorough examination of skid row before tackling the relocation and renewal problems. The Greater Philadelphia Movement – a businessmen's organization – undertook a study of skid row back in 1956. Visiting skid row, committee members saw the size and scope of the problem and appealed for help and advice from cities that had coped with skid row . . . What they learned: "no major city in the United States (has) found a method of eliminating skid row." Searching for an expert who could help them, the GPM members decided on Dr. Earl Rubington of the Yale Center of Alcohol Studies. Dr. Rubington's report and plan of action was sent to Mayor Richardson Dilworth late in 1958.

Upon the authorization of the GPM and the Redevelopment Authority of the City of Philadelphia, the department of psychiatry of the Temple University School of Medicine undertook a comprehensive two-year survey of the city's Franklin Square area – a study that reached the mid-way point early this year. Set forth in the study are recommendations for action, the main one of which is that the city get going *right now* in developing a program for relocation activities that are to begin in about two years' time. Emphasized is the importance of developing procedures and techniques for carrying out the relocation of the men from skid row, rather than spending the remaining research and survey time in piling up more data and information or in going over data-collecting ground that has already been covered. One way of doing this which is suggested: institute a "pilot relocation program" handling a small percentage of the men on skid row who will ultimately be involved to test out possible handling of relocation. Further, it is recommended that in processing the skid row men out of the area, a diagnostic center be set up which would function as a vocational, medical, and rehabilitation "clearing house" to deal competently–and individually–with the men and their problems as they pass out of skid row into what Philadelphia earnestly hopes will be a better life.

The Philadelphia report, in pointing to future action and to the permanent elimination of skid row, goes deep. "Adequate prevention," it says, in the concluding pages, "must consider those defects in the social fabric which permit a man to fall into a way of life which most of us find below minimal community standards. The aged pensioner, who comes to skid row because he is poor, points to imperfection in the way we plan for old age; pensions geared to the cost of living would stem this flow to skid row. More adequate medical and rehabilitation care, better employment services and a greater supply of jobs for the middle-aged and older person would also cut down the flow of individuals to a skid row way of life. Perhaps as important, if not more so, than any of these is prevention and early detection of emotional instability and alcoholism; the more we as a society learn to detect the weaknesses and generate strengths in our developing generations, [the more we will be able to] prevent future skid rows. This has to do with the strengthening of all our institutions; family living and education, in particular."



NEW HAVEN SKID ROW ROWHOUSES
being rehabilitated as link in renewal chain

by MARY S. HOMMANN,
Assistant Director, Wooster Square Field Office,
New Haven Redevelopment Agency

Court Street, a short strip of cartway lined with nineteenth-century row houses, is playing a unique part in the renewal of the Wooster Square project in New Haven. These 27 row buildings are being transformed from deteriorated rooming houses, in the main, to attractive apartment dwellings. About half are being rehabilitated by the property owners themselves, while the remainder are being purchased by the New Haven Redevelopment Agency to undergo extensive rehabilitation.

Six years ago, when the city's popular Mayor Richard C. Lee had been in office only a few years, a serious and concerned band of residents from this Italian-American section urged Mayor Lee to designate the area for urban renewal. In its second year of execution, the project is now well on its way.

Wooster Square is a renewal area that has everything. In terms of *existing land use*, it has had acres of antiquated loft factories mixed in with blighted residences; commercial uses dotted throughout residential sections; many salvable houses, some of historic value; and, as its important focal point, it has the lovely green known as Wooster Square. In terms of *treatment*, it has been subjected to clearance; rehabilitation by homeowners; and now, with Court Street, extensive rehabilitation through acquisition and remodeling by the city itself. For *future uses*, it will have a 40-acre industrial section; an elevated interstate highway; commercial areas—to be all-rehabilitated, all-new, or a combination of the two; and a 135-acre section of rehabilitated houses, bolstered in strategic places by new civic improvements, new houses, and off-street parking spaces.

The importance of Court Street in this renewal program has to do with its location and existing condition. Because it reaches into the *middle* of the Wooster neighborhood, 80 per cent of the neighborhood residents walk to the center of town on this street. For walkers, it is the gateway to the area. Yet what a gateway! In the last 30 years it has become a skid row—rooming houses in which derelicts are concentrated, under living conditions beyond imagination. Although an attractive street of single-family houses at one time, since the depression it has become more and more blighted, degenerating into the slum it is today.

Because of its significant location as a pedestrian feeder, any drastic change in this short section of Court Street will have a dramatic and vital impact on the improvement of the neighborhood. The impact will not only come as a bright new visual experience to those who walk by—but the transformation of

Court Street will also raise the spirits of the neighboring homeowners to such an extent that the concerted improvement of the houses yet to be rehabilitated will be almost a simple matter.

There are other significant aspects of Court Street's location. Wooster Square is directly east of the downtown area and the entire length of Court Street leads from the main New Haven Green for five blocks to the Wooster Square Green. The short 350-foot block of Court Street under discusion here ends at the Wooster Square Green, the crowning feature of the area. Continuing directly west across the green, one will enter the plaza of civic buildings that will make up the new community center and elementary school, now under construction, a development that will be brimming with neighborhood activities of all kinds from morning till night, all year round. The remaining residential section stretches in an oblong to the north and south of this central section. Thus the transformed block of Court Street will become part of the enhancement of this central core, so crucial to the continuing stability of a renewal area.

History of Court Street

The date of construction of Court Street is not known but it is believed that it was built about 80 years ago. It was not an architectural achievement, in any sense of the word, but it had an architectural expression that was very strong. The row house type is uncommon in New Haven, a city, to this day, of detached houses on small plots, with only a few apartment houses. Typical of the standard row house of Baltimore, Philadelphia, and New York, the Court Street house contains a utility subbasement, a basement a few steps below grade, and three stories above. Unlike the four-story row houses in Philadelphia and New York, the Court Street house is quite shallow, 30 feet in depth, while the width is a good 20 feet.

The appalling living conditions to which these buildings have recently been host are faintly indicated by the social statistics for this block. In the last three years, there have been 70 arrests (50 for drunkenness and ten for breach of peace). In addition, the police department has received over 150 other complaints; the health department, 24 complaints in the last eight years; the welfare department, 100 cases in the last five years; and the commission of alcoholism, 25 cases in the last ten years.

Inside and out, Court Street row-houses in New Haven showed faces bearing the ravages of blight.

But even these figures do not tell the story, nor do photographs, because they reduce everything to a small-scale version in black and white tones, leaving out the dank air and odors that shock the nose as much as the filth and sad living-effects shock the eyes.

Court Street has thus become a great blight on the family character of the surrounding neighborhood. While most of the houses in the remaining residential area have become run down, they have in large measure been occupied by homeowners who have conducted their lives with dignity. Until recent years, employment had not been stable enough to permit owners to spend very much of their incomes on building maintenance. But the story is different today.

Homeowner rehabilitation in Wooster Square is now well under way and its success is demonstrated by the figures—$685,000 being spent by the homeowners themselves on the 151 houses under way or completed by August 1—or an average of $4500 per structure. For many of these owners, the encouragement needed was the knowledge that all houses in the block would be rehabilitated as well as their own, thus securing the value of their property. The other impetus was the expert advice and encouragement given them by our rehabilitation staff—James Skerritt, architect-planner; Gene Lubocki, structural expert; Louis Onofrio, housing code specialist; and Theodore DeLauro, the neighborhood representative, who is much revered by the residents and is also an excellent salesman.

All Court Street owners were given an opportunity to rehabilitate their houses and to convert from rooming houses to dwellings, where required. Of the 27 row houses (five houses on adjoining Olive Street are included in what

we call "Court Street"), eight were not rooming houses but contained from one to four apartments. Of these structures, three had been converted from rooming houses to dwellings in recent years. The other 19 houses were in rooming house use in varying degrees of decay. Four owners immediately undertook to accomplish the conversion and work on them is virtually completed. Two others have indicated their intent to comply.

The remaining 13 either neglected to comply or expressed a desire to have their properties bought. Acquisition of these buildings was undertaken gradually from a year to a year and a half after the first letter was sent to the owners stating the rehabilitation and conversion requirements of the plan. Rooming houses by nature serve a transient clientele. Normally, short-term vacancies became permanent vacancies, as knowledge of impending acquisition became widespread. Thus, by the time a building became the property of the redevelopment agency, many of the rooms were already vacant. At this time, the family relocation office interviewed the owner, inquiring as to whether or not any of the remaining roomers would be unable to relocate themselves for any reason, such as disability, old age, etc. If any such problems did exist, the relocation office assisted the roomers in finding a new place to live. All 12 of those who needed assistance were relocated in New Haven. However, because a good many of the roomers moved out in the normal course of transiency before the agency acquired the buildings, it is not known where the majority found subsequent accommodations.

Acquisition of these buildings and relocation of the inhabitants is now complete. The City of New Haven will retain these buildings, rehabilitate them by contract, and sell them singly, on a priority basis —first, to displacees who plan to be owner-occupants and, second, to any persons who plan to be owner-occupants. A commitment has already been received from the Federal Housing Administration for Section 220, long-term mortgages.

The City's Role

The rehabilitation staff has drawn up detailed specifications for these city-owned houses; contractors have bid on the work; and rehabilitation is now under way. While the number of apartments in the eight houses in private ownership ranges from one to four apartments per house, the city-owned units will contain only two apartments, one occupying the basement and first floor, the other occupying the two top floors.

Each house will have its own individual facade—in some cases the brick will be steam cleaned and pointed, as has already been done in eight of the houses. Others will be painted attractive pale colors. Some of the windows will be decorated with shutters, as originally designed, while others will have ironwork balconies or flower boxes. Some of the entranceways will remain the same, while others will be redesigned.

The interior will be completely renovated and modernized—new electric and plumbing systems, built-in kitchens and bathrooms, new walls and floors, built-in shelves *(Continued column two, page 357)*

Part of a "scare" advertisement signed by the Kalamazoo Board of Realtors that ran a full newspaper page in length, 7 inches in width. Its headline: "The Unveiling." Its message: public housing means more taxes . . . "home ownership is America!" Its final word: VOTE NO on April 3.

KALAMAZOO REFERENDUM DEFEAT
victory for real estate board tactics

Here's how the supporters of public housing for Kalamazoo, Michigan, explain the program's defeat in an April 3 referendum. The article was written by Mr. and Mrs. Henry Upjohn. Mr. Upjohn, a businessman who runs a tool and machinery plant that carries his name, is a former city commissioner. Mrs. Upjohn was a member of the central committee of the Action Committee for Kalamazoo Housing: the organization that mobilized the support of 30 community groups behind the housing program.

The April JOURNAL reported that on April 3, 1961, Kalamazoo voters said "no" to public housing—and to any form of public intervention in the solution of the city's low-rent housing problems. They vetoed an ordinance establishing a city housing commission by a margin of three to two.

The opponents of the ordinance, led by the Kalamazoo board of realtors, charged that the establishment of a housing commission was opening the door to federally-aided housing, which they represented as "socialized housing." Continued emphasis of this idea marked a vigorous campaign carried on along the lines of the "do you want to pay someone else's rent?" approach.

As the April JOURNAL pointed out, the Kalamazoo housing ordinance was defeated in spite of the support of a rather substantial number of influential local groups. This article is an attempt to interpret the campaign and to suggest what might have been done differently to assure a different outcome.

The Beginning

Early in December 1960, the Kalamazoo city commission began the study of a report made by city building and health officials recommending the creation of a local authority to provide housing for Kalamazoo low-income families. The issue captured a great deal of attention. The support of a sizable cross section of the community seemed apparent.

However, as the time approached for the vote by the city commission on the proposed ordinance creating a housing authority, it became clear that, although the commission stood six to one on the issue, the real estate board was in active opposition. Soon after the ordinance was passed (February 20, 1961), the opposition successfully called for a referendum at the regular biennial spring election on April 3.

The campaign to overcome this strenuous resistance to the housing ordinance thus had to be accomplished in a very short time.

Built-in Resistance

Moreover, in spite of the apparent interest in the ordinance, certain conditions existed that helped to make people respond to the approach used by the opposition.

For example, within the last ten years, a considerable amount of area has been annexed to the city of Kalamazoo. During the year 1960, a great deal of dissatisfaction had developed with a general reassessment made by the city. A home owners association had been active in criticizing this new assessment and helped to condition people in the newly annexed areas to be responsive to the real estate board's advertising, claiming that "public housing is guaranteed to increase taxes." This home owners association was dominated by the real estate board.

As to the real estate board, we

An advertisement of the same size as the one above, signed by the Kalamazoo Retail Lumber Dealers Credit Association. Its headline: "There are too many DANGERS in Kalamazoo's Public Housing deal!" Six dangers cited were principally hung on the tax issue. The final message: "Be realistic—not socialistic: Vote No on April 3."

There Are Too Ma
DANGERS
In Kalamazoo's Pub
Housing Deal!
The Journal of HOUSING

believe that a good case can be made for the idea that the interests of board members are often in direct conflict with the interests of the "central city." Kalamazoo, as many other cities, has a solidly built-up "old city," surrounded by a very large new suburban area, complete with shopping centers and industry . . . and room for more of both. When a real estate firm finds itself with an industrial or commercial prospect, it is our belief that the prospect is shown our famous Down Town Mall, our handsome new library, our fabulous new art center, our nationally famous civic theatre, etc., etc.—all for "background impact." And then the prospect is persuaded that the best locations for his purposes are available outside the city. Why should the members of an organization with such outside interests want to see important progress made in the "old city"?

Newspapers vs. Radio, TV

As the campaign progressed, an unexpected situation arose that seriously affected the result. Our one newspaper gave excellent coverage to the preliminaries that led to the adoption of the housing ordinance. Very early, it took an editorial position supporting the city commission. This support seemed to touch off a sort of "power struggle" between the newspaper and one radio-TV station and another radio station. Throughout the campaign, these two radio channels and the TV station appeared to give important support and emphasis to the real estate board position.

Support

In this atmosphere, the effort to secure a favorable vote on the housing ordinance referendum was carried on. A substantial number of concerned, prominent citizens participated. Plenty of money was available for advertising and other expenses. Supporting groups included the county committees of both Republican and Democratic parties, the Kalamazoo labor council, the human relations council, the American Association of University Women, the League of Women Voters, the YWCA, the council of churches, the ministerial alliance, the downtown Kalamazoo association.

And yet, in spite of a determined effort, the housing ordinance was voted down. The writers were ac-

The advertisements right and across bottom, which are shown only in part, were signed by the real estate board. One right ran full newspaper page length, 5 inches across; the other ran as a 7 by 10 inch message. The small ad immediately below was signed by the Home Builders Association of Kalamazoo and stirred the race questions that were made a part of the campaign, though never more openly than in statements such as this one.

PUBLIC HOUSING PITFALLS

Welcome mat will be out for unskilled and unemployed. Will not rid City of its blighted areas.

As property runs down TAXES must run up.

Vote NO April 3

Home Builders Assoc. of Kalamazoo

TAXES!

TAXES!

TAXES!

Public Housing Will Cost The Taxpayers of Kalamazoo More Money!

SOCIALIZED PUBLIC HOUSING INCREASES TAXES

LOCAL and FEDERAL!

YOUR PRIVATELY OWNED HOME
Value $15,000

REAL ESTATE TAXES $302 per year

CITY OWNED PUBLIC HOUSING
COST $15,000 Per Unit

PAID IN LIEU OF TAXES $30 per year

DIFFERENCE $272 Per Year

WHO PAYS THIS DIFFERENCE?

YOU—THE TAXPAYER!

tive in this campaign. It seems to us that the biggest mistake was a lack of careful, thorough, and comprehensive planning, making use of all the groups that early in the campaign indicated support.

Also, much more thought should have been given to the psychology of the electorate.

A finding from the case history cited in a study of the social power position of a real estate board by Dr. Donald H. Bouma (see point 8 in the summary, right) characterizes the extent of the real estate board's power as follows:

"The study revealed that the influence of the board on various community issues was of long standing, was deliberately designed, and was marked by repeated success. The board was found to be successful in influencing decisions in the area of authority (the city commission and board of education). The fact that the board's stand on a given issue was sought after by those in authority indicated that they recognized the power position of the board. In some cases where the board was defeated in the arena of authority, the board had carried its power struggle to the voting arena, through referendum petitions. And in this arena the board has never lost a decision, regardless of the alignment of opposing power groups . . .

"The board proved that it could take opposite sides of the same issue in different elections and win each time. One year it brought defeat to a bond issue for new schools, although all other groups in the community were supporting it, with a carefully worked out propaganda campaign. Several years later it helped pass such a bond issue with a propaganda campaign based on an opposite set of rationalizations. . . ."

Dr. Bouma attributes real estate board strength in influencing public policy to six factors. Among them: the social cohesion of the group and its mechanisms of social control; financial structure; grasp of technical information on land use, taxation, municipal administration; sensitivity to the value system of the community; accumulated skills in influencing decisions and elections.

A copy of the Bouma paper is available from him, addressed to Department of Sociology, Western Michigan University, Kalamazoo.

THE UPJOHNS SUMMARIZE LESSONS LEARNED THROUGH KALAMAZOO REFERENDUM

Reviewing our failure, we offer the following comments.

1—Too few people had a part in planning the campaign. Not enough use was made of the political scientists and other social scientists on the faculties of Kalamazoo College and Western Michigan University. We also failed to take advantage of the large memberships of the supporting organizations by not using them early in the campaign. We killed a great deal of potential enthusiasm by not putting people to work immediately.

2—Somehow we allowed ourselves to be put on the defensive and could not regain the initiative.

3—We did not find a catchy, effective brief answer to "Public Housing is guaranteed to raise your taxes" and "Do you want to pay someone else's rent?"

4—We could not compete against the opposition's use of constantly repeated, short radio "spots" on two or three stations, using slogans such as those noted above. "Spots" used every half hour on three stations means that a message is relayed 96 times a day. After three weeks of this kind of propaganda during the campaign, half the women in town took the slogans for "gospel truth."

5—We failed to recognize the importance of the race question.

6—In neighborhood meetings, many of them in annexed areas where the residents were most fearful of any tax increase, we learned that a good explanation of the predicament and condition of some of the families in need of housing was very effective in making converts.

7—More neighborhood meetings should have been held, particularly in the newly annexed areas. A very sophisticated film strip (with sound) had been prepared to show at these meetings. We believe that a few well chosen glossy prints, showing the need for housing, would have been easier to use, more effective, and much cheaper. It is important that the leaders of neighborhood meetings be well informed and capable of defending themselves against criticism.

8—To citizen groups in other communities that have courage enough to take on another real estate board, we urge a careful study of a paper titled "Analysis of the Social Power Position of a Real Estate Board." It was read at the Michigan Academy of Science and Art on February 24, 1961 by Dr. Donald H. Bouma, associate professor of sociology, Western Michigan University. This analysis confirms what our experience taught us: that the effective social and political power of the real estate board outweighs the combined influence of organizations commonly thought to be influential in a community—in our case, some 30 groups of the type mentioned in the accompanying article.

REYNOLDS METALS
has four of seven renewal projects at building stage

Seven cities will be the ultimate beneficiaries of present urban renewal operations sponsored by the Reynolds Metals Company through its subsidiary, Reynolds Aluminum Service Corporation: Cincinnati; Richmond, Virginia; Washington, D.C.; Kansas City, Missouri; Kansas City, Kansas; Philadelphia; and Baltimore.

Reynolds' aim to demonstrate the feasibility of the structural use of aluminum fits in neatly with the thirst for financial sponsorship for new housing across the country; that the two should be brought together is, nonetheless, in the words of Housing and Home Finance Agency Administrator Robert C. Weaver, "a revolutionary step," the benefits of which "will be felt far and wide."

Already pending are Reynolds bids for future developments in Santa Monica, California and Louisville, Kentucky.

Meanwhile, four of the seven Reynolds-sponsored projects have already moved into the building stage, with the remaining three slated for staggered beginnings in, respectively, August, September, and "late 1961"—a rehab project involving three old rowhouses in Baltimore; 5000 residential units in Philadelphia's Eastwick redevelopment area (see November 1960 JOURNAL, page 406); and a 300-unit project in Kansas City, Kansas.

The first of the seven projects to get under way, back in September of last year, was Parktown Cooperative Homes in Cincinnati's Laurel-Richmond urban renewal project (see November 1960 JOURNAL, page 404). Since then, ground has been broken in rapid succession for three more.

Richmond, Virginia took the number two spot in the parade of Reynolds-sponsored developments when ground was broken in April for the 98-unit project to be known as Hartshorn Town House Community. Although one of the smaller of the Reynolds-sponsored projects, its slated use of condominium principles of ownership and management may well mark it as the most significant. Believed to be the first residential development in the country to make use of the condominium idea, Hartshorn townhouses—all three-bedroom units—will sell for $10,950. The financing plan, as approved by the Federal Housing Administration, calls for downpayments of $300 and monthly payments of $81.50. Included in the monthly payments is an assessment of about $3, to go into an escrow account administered by a neighborhood civic organization set up specifically to administer and maintain the community-owned parts of the development. Under the principles of condominium, as opposed to those of a cooperative, individuals actually own their units (in cooperatives, tenants live in the units under what amounts to a long-term proprietary lease) and each unit has its own mortgage and its individual tax assessment. Residents do not assume mutual financial responsibility for the entire development, as is the case with the cooperative setup.

Hartshorn townhouses are located in Richmond's Carver redevelopment project; sharing construction honors with Reynolds is the Viking Development Corporation. Land was acquired and cleared by the city housing authority under Title I provisions.

In Washington, D. C., keynote speaker at the groundbreaking ceremonies on July 11 for the River Park project was Housing and Home Finance Agency Administrator Robert C. Weaver. Administrator Weaver emphasized the cooperative nature not only of the development, but of the financial arrangements that made it possible. Reynolds' investment in River Park attracted additional investment funds from the New York State Employees Retirement System; the land—an 11.5-acre site in Washington's Southwest urban renewal project—is being leased from the city's redevelopment land agency. The FHA mortgage loan insurance, covering 97 per cent of the construction cost, not including the cost of the land, is expected to cover over 9 million dollars by the time the development is completed—reportedly the largest mortgage loan FHA has ever insured for a cooperative development. Total tab for the project: 10.5 million dollars.

Upon completion, River Park will be sold to the Foundation for Cooperative Housing, a nonprofit cooperative organization whose subsidiary, FCH Corporation, will handle sales of the individual units. When all of the 518 units are sold, River Park occupants will own and operate the development through their own organization, River Park Mutual Homes, Inc., which was set up to do the job.

River Park—the first units of which will be ready for occupancy by mid-1962—will consist of a 384-unit high-rise apartment building and 134 two-, three-, and four-bedroom townhouses. Downpayments will range from $700 for an efficiency apartment to $1600 for a four-bedroom townhouse, with monthly charges—including utilities—starting at $85 and going up to $255 for the largest of the townhouses.

"Maisonette" in Reynolds' Cincinnati project provides four efficiencies on the lower level and four two-bedroom units in upper level duplexes

In Kansas City, Missouri, August 11 was the day of the official earth-turning, which got the 600-unit Parade Park project, located in the city's Attucks redevelopment project area, on the rise. Speaker at the

(Continued column two, page 348)

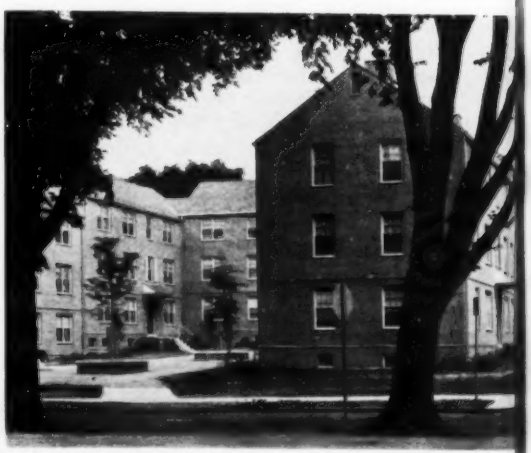
Air view of Washington's Southwest urban renewal area

NAHRO 1961 CONFERENCE FEATURES BUS TOURS of housing, renewal, codes areas in Washington

Four separate bus tours scheduled for October 31 will get NAHRO annual conference delegates out of the lecture hall, away from the discussion table, and into the field where they will have a chance to look over (1) representative housing developments in the host city, (2) Washington's Southwest urban renewal area, (3) two codes areas, and (4) selected maintenance activities in housing developments. The busses, staffed with local people who know what's what in each of the areas covered, will set off at 12:15. Box lunches will be available.

Other opportunities for delegates to take to the busses to visit and inspect and enjoy will be offered on registration day, Sunday, October 29, when two chartered sightseeing busses will leave the Sheraton-Park Hotel at 2 in the afternoon. One tour will cover the Capitol Building, the Washington Monument, the Lincoln Memorial, and the Jefferson Memorial; the second, Arlington Cemetery and Mount Vernon.

Energetic delegates may choose, instead of riding, to take one of three guided walking tours, covering, respectively, Georgetown, Foggy Bottom, and Capitol Hill. Busses will fetch and carry to and from the walking tour areas.



Above, Syphax Gardens; Below, Kenilworth Cour

HOUSING—

Typical of the housing projects of the National Capital Housing Authority's 17-project, 9387-unit operating program that have been selected as high points along the route of the tour of housing authority developments are Kenilworth Courts and Syphax Gardens, pictured at the right.

Kenilworth Courts consists principally of two-story, one-family houses designed for families requiring two or more bedrooms. Units for smaller families are located in three-story apartment buildings. Built in 1958, the project is located at the boundary separating the District of Columbia and Maryland.

Syphax Gardens provides 174 units in walk-up apartments. Location is in Washington's Southwest neighborhood on a three-acre site just south of the authority's James Creek Dwellings.

CODE ENFORCEMENT—

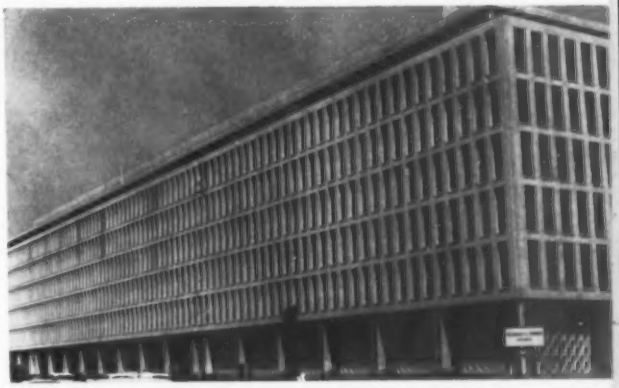
Two of the District's four present conservation areas will be inspected by delegates on the codes tour. Shown are before and after shots demonstrating code enforcement in Washington's first conservation area—the 140-block Northeast section. The two significant "tools" used here: the housing code and regulations governing removal of sheds and fences.

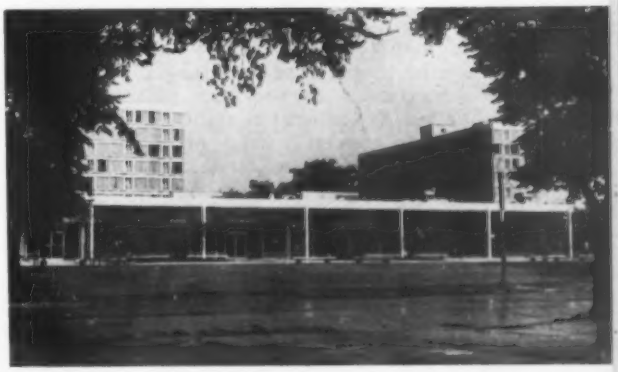
The second conservation area on the codes tour itinerary is the Cardozo area, located northwest of the Capitol. Active support and participation of community organizations is cited as significant in the conservation and rehabilitation activities in the area, where, to date, 50 per cent of the job has been finished.

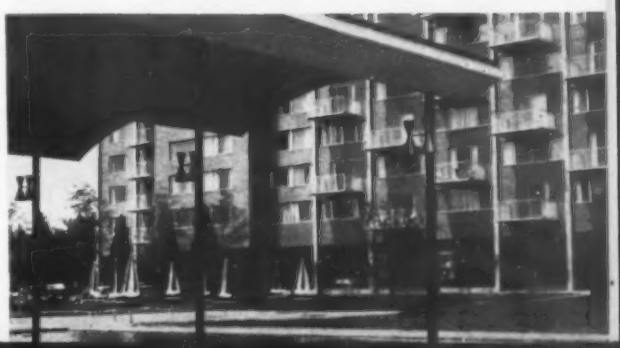
RENEWAL—

Of the six federally-aided projects under the direction of the District of Columbia Redevelopment Land Agency, delegates on the renewal bus tour will visit the largest: the 550-acre Southwest urban renewal area. One of two that the agency currently has in rebuilding stages, the Southwest project is also one of the furthest along. Of the remaining four projects, one is presently in land acquisition and three are in planning.

The Southwest project, which involved relocation of 5300 families from one of the city's worst slums, is slated for mixed re-use. Six new federal office buildings, a theater-in-the-round, at least five new municipal buildings, and a commercial center will go up, along with 995 residential units built by Webb and Knapp, Inc., and Scheuer and Stevens, both in high-rise apartments and townhouses.







Top: New federal office building, now nearly completed, will be followed by five more such buildings in the Southwest urban renewal area

Middle: Town Center, the heart of the residential neighborhood rising in the Southwest area, is being built by Webb and Knapp in two sections, the first of which, Town Center East, was completed this year and includes commercial facilities, bank, and post office. With one exception, all the businesses making up Town Center East were formerly located in the old Southwest area and have relocated to the new quarters. Town Center West is slated to go under construction this year.

Bottom: Capitol Park Apartments, completed in 1959, provides 402 dwelling units and is located on the site formerly occupied by Dixons Court, one of the worst slums in Washington. Shown is the park behind Capitol Park Apartments, which were built by Scheuer and Stevens.

City News

CHICAGO HITS SLUMLORDS BY WITHHOLDING RELIEF RENTS

The Cook County, Illinois public aid department, estimating that out of the almost 5.2 million dollars it pays out each month for relief rental allowances, 1 million dollars goes for substandard dwellings, sees itself as "unwillingly the largest subsidizer of slums" in the community. And, determined to do something about it, the department has come up with a new device designed, according to department director Raymond M. Hilliard, "to hit slum landlords in the pocketbook."

The weapon, which went into action against some of Chicago's more notorious slum properties this month, is the deduction of the rent allowance from welfare checks of tenants in non-complying buildings.

Here's how it operates: caseworkers visiting reliefers note and report violations for which the owner may be held responsible; the public aid department then deducts the amount of the rent allowance from the relief check of the tenant. The tenant, encouraged by the aid department not to attempt to make rent payments out of food and clothing allowances, cannot be locked out of his apartment without an eviction notice. But to get an eviction order, the landlord must go to the courts personally. When the tenant appears in court in connection with the case, the public aid department is right on the spot to request a delay of action until repairs are made and code requirements met.

Even after building violations are corrected, withheld rents will not be forthcoming for the landlords, unless the court so directs. Mr. Hilliard, citing pledges of support from the police and fire departments, the municipal court, the mayor, and the county board president, warns that "any attempt by landlords to lock out or otherwise harass relief tenants will bring countermeasures."

No sooner had the plan been devised and announced than two buildings high on the list of Chicago's worst slum buildings housing relief recipients felt its effect and a third moved under the shadow of threatened rent withholding. All tenants were removed from one building condemned by the department and relocated in standard quarters. The building, which sported more than 900 code violations, had been bringing its owner around $6000 a month in relief rental payments. Rent payments amounting to $530 a month were cut off in the second building where 197 code violations were discovered. The city will recommend that it be vacated as a health hazard.

A third building is in line for similar treatment and, says Mr. Hilliard, "one building after another will be hit with the new rent embargo . . . until brought entirely up to standard."

BALTIMORE ATTEMPTS TO STEM "SUBURBAN EXODUS" WITH NEW DOWNTOWN APARTMENTS

Early October is scheduled as the date for beginning construction of the 300-unit high-rise apartment building pictured above. The location: a three-acre site in Baltimore's Mount Royal Plaza renewal project, an area right next to the downtown business section. The apartments, to be known as Sutton Place, will join three already-completed state office buildings in the 74-acre Mount Royal Plaza area. Announcement of the granting of a Federal Housing Administration mortgage insurance commitment for the building was made in early August by Marvin S. Gilman, president of Renewal Planning Associates, Inc., the sponsors of Sutton Place.

Sutton Place is designated as upper-middle-income housing and, as such, is seen as the first step in deterring the flight to the suburbs by middle-income families and in attracting them back to the city's downtown section. The units will range from two to five rooms and the building will also include a restaurant, a private penthouse executive club, a cocktail lounge, downtown Baltimore's first pool and cabana club, a landscaped mall, garages, and 25,000 square feet of commercial space.

The site of Sutton Place was formerly one of Baltimore's worst slum areas; the 7 million dollar building, going up under Title I provisions, will be the first high-rise apartment structure to be built in Baltimore's downtown area in ten years.

NORFOLK PRIVATE REHAB PROJECT SPARKS PUBLIC CONSERVATION PLAN

After seeing what could be done through rehabilitation in a declining neighborhood when a private firm undertook the upgrading of 24 old row-houses, municipal authorities in Norfolk, Virginia asked the city's redevelopment and housing authority to draw up a neighborhood conservation plan for the entire area. Affected by the enthusiasm of city officials will be about 1100 buildings in the 214-acre Ghent section of Norfolk, which the city council, upon the recommendation of the city manager, asked to be designated a conservation area.

The spark that started the conservation fire: the rehabilitation of 24 row-houses dating back to 1907 by the Urban Redevelopment of Virginia Corporation. In just one year's time, the old houses—constructed in two rows facing each other across a common courtyard and running the length of one block—were transformed into 74 modern rental units. Purchased for $95,000, the properties are now valued at $588,000.

Before the corporation invested its money, the Ghent neighborhood was surveyed by its president, Mort Saber, and found to be—in spite of signs of incipient blight and deterioration—a stable neighborhood where most of the homeowners maintained their property at a high level and wanted to stay put. With that fact as an anchor, Mr. Saber concluded that Ghent "had all the earmarks of a good, solid conservation area."

City officials of Norfolk think so, too. Says redevelopment and housing authority executive director Lawrence M. Cox, "Ghent is . . . one of the most desirable neighborhoods in Norfolk. . . . The action that is contemplated is directed toward preserving this status."

What the authority is doing at the city council's request: (1) preparing a Ghent neighborhood conservation plan; (2) submitting an application to the Housing and Home Finance Agency that would—if approved—make property owners eligible for Federal Housing Administration mortgage insurance on loans for property improvements; (3) preparing a budget of administrative costs to put into operation an on-the-spot city office to assist property owners who wish to take advantage of the program.

Although the evidences of blight are spotty and peripheral, according to Mr. Cox, "if allowed to go unchecked, it could, in cancerous fashion, destroy the area. . . . This undertaking is designed to change the direction which seems to have developed."

Norfolk's Pelham Place before rehabilitation.

HALF MOON BAY, CALIFORNIA VOTERS OKEY ELDERLY HOUSING DEVELOPMENT

The vote in the July 22 election in Half Moon Bay, California was 183 to 93 in favor of construction and operation of an elderly housing project providing a maximum of 50 units. The program, to be carried out by the county of San Mateo housing authority, is expected to go the limit. Financing for construction will be entirely with funds the authority has accumulated from its operation of relinquished Lanham Act housing.

EQUITABLE'S PLEDGE OF 31 MILLION REVS UP STADIUM PLANS IN ST. LOUIS

June 26 was hailed by civic leaders as "a great day" for St. Louis: at a meeting of the Civic Center Redevelopment Corporation on that day, James F. Oates, president and board chairman of the Equitable Life Assurance Society of New York announced the company's pledge of a 31 million dollar loan for the city's downtown stadium. The loan—the largest ever made by the company, and reportedly the largest ever granted in St. Louis—is viewed by the *St. Louis Globe-Democrat* as "the single greatest step in the rehabilitation of Downtown St. Louis and in the continuing—and . . . accelerating—progress of St. Louis."

Contingencies to which Equitable's loan commitment is subject are: (1) carrying out of the construction of the first phase of the stadium project (included are two parking garages and the first half of an 800-unit motel); (2) subscription of 20 million dollars in equity capital (business and labor have already pledged almost 17.5 million dollars); and (3) the city's completion of the necessary public facilities, a project that will require passage of a 6 million dollar bond issue by St. Louis voters in an election tentatively scheduled for early fall.

The total redevelopment plan has been approved by all necessary public agencies. Enabling legislation has been passed by the board of aldermen. The area on which the stadium, garages, motel, office buildings, and commercial facilities will rise constitutes 82 acres just south of the city's main business district. Total project cost: 89 million dollars.

The heart of the plan—the 50,000-seat, double-decker stadium—should be ready for use, according to O. O. McCracken, executive director of the redevelopment cor-

poration, optimistically, in 1964; realistically, in 1965.

OPPOSITION IN HOT SPRINGS SUBSIDE; OUTLOOK IS BRIGHT

While the housing authority of Hot Springs, Arkansas was still involved in the initial planning of its proposed 300 units of low-rent public housing early this year, members of the city's insurance exchange and board of realtors met together and prepared an official resolution voicing their "reservations and concern" about various phases of the project. Their contentions: many similar projects across the nation are "harmful to their localities and [are] actually breeding places for juvenile delinquency and disease." Notwithstanding the reassurances that Frank Brutt of the Garland County planning commission was able to express about the proposed project, the businessmen remained firm in their opposition to the program.

No further action against the housing project has been forthcoming, however. And, says housing authority executive director. Ora Belle Rollow, "although opposition could break out in a new place any day . . . we feel very hopeful . . . that because the time of referendum has passed . . . we can keep the show on the road to completion without interruption."

Late in June, Public Housing Administration approval of the Hot Springs program was announced, with maximum project cost set at just under 4.5 million dollars. Land acquisition was set to begin by September 1. The 300 units will be split between two separate sites in groups of 200 and 100. A total of 66 duplexes and 42 four-unit buildings are in the plans. They will replace present rundown houses and are planned to take full advantage of the picturesque topography of the site.

Hot Springs' workable program received Housing and Home Finance Agency approval early this summer and approval of a $68,142 survey and planning grant for Hot Springs' civic center urban renewal project was announced in mid-August by the Urban Renewal Administration. Increasing Hot Springs' already strong attractions as a convention city, an auditorium —"the dream of Hot Springs citizens for many years"—has been planned as the heart of the civic center project.

NEW YORK MARKET RELOCATED TO MAKE WAY FOR WATERFRONT COMMERCIAL DEVELOPMENT

A 126-acre site at Hunts Point in the Bronx is the new home base for fresh fruit and vegetable markets that were formerly housed in the old Washington Street market area in New York's lower Manhattan. The old site, a section of which is pictured above, has been the city's produce market center since 1813; of the 338 buildings on the site, almost half date back to 1852 or earlier. Surveys came up, not surprisingly, with evidence that the buildings were dilapidated, inefficient, and unsanitary; the streets, narrow and irregular and congested and totally inadequate for handling the traffic load forced upon them. In addition, a Department of Agriculture study showed that these factors upped the consumer cost of produce handled in the market by 28 cents on every dollar.

A total of 240 store units, plus general office space, will be provided on the new market site at Hunts Point. Relocation of produce merchants from the old Washington Street area will, in some cases, involve two moves: out of the Washington Street area to allow redevelopment to get under way and into temporary quarters until the completion of the Hunts Point markets.

The 24-block waterfront area that has housed the produce markets will be cleared and redeveloped with modern office buildings, warehouses, and manufacturing plants. Federal funds allocated for the project under Title I provisions total 10.9 million dollars. Tentative sponsor for the new development is investment builder Erwin S. Wolfson; starting date for construction is mid-1962.

REYNOLDS METALS —

(Continued from page 343)

ceremony was FHA Commissioner Neal J. Hardy.

Parade Park, like Washington's River Park (above) will upon completion be sold by Reynolds to a local cooperative organization, which will handle the individual units—120 one-bedroom apartments and 480 two- and three-bedroom townhouses—at downpayments ranging from $350 to $650, with monthly carrying charges estimated to run from about $69 to $92.

Pending: The present stages of the two developments pending on the Reynolds urban-renewal-sponsorship agenda show the company out in front. In Santa Monica, the Reynolds bid is one of four out of 11 submitted that have been selected for final consideration. Reynolds proposed 1800 apartment units and a motel and commercial facilities for the city's Ocean Park project. Winning bidder will be announced in late September.

In Louisville, the Reynolds downtown riverfront proposal of 1000 high-rise apartment units has had tentative municipal approval. What's holding up the parade is the legal designation of the area as an urban renewal site to obtain federal financial assistance for acquisition and clearance.

THE NAHRO PRESIDENT'S CORNER

KARL L. FALK ASKS

"COMMISSIONERS—WHO AND WHY?"

During the past year as president of your Association, I have had a chance to see housing and redevelopment programs throughout the land, in large and small cities, from coast to coast, and from north to south. I have been struck by the wide variations in the quality of the programs I have seen, and have tried to figure out some of the reasons that account for these variations.

As a commissioner-member of NAHRO, I have been especially interested in the part played in these programs by the "citizen"-commissioner. I should like to generalize a bit about how commissioners are influencing local programs—based on my observations during my NAHRO year. Many of you may disagree with my conclusions.

My first generalization is that, by and large, each community has the quality of program it deserves. It seems to me there is a high degree of correlation between the caliber of the appointing official, the commissioner, the executive director—and the staff of a local agency. In the good programs, all four are good. In the bad programs, all four are usually bad. In short, it is pretty hard for a local agency to rise above the general political level of a particular locality. There are, of course, exceptions.

Do's, Don'ts

If I were asked to suggest some "do's" and "don't's" to the appointing official (usually a mayor or county supervisor is charged with the appointment of commissioners), I would volunteer the following observations.

In considering someone for appointment as a commissioner, I would look for the best qualified and the most respected, interested, able, and fair-minded citizen in the community, regardless of his racial, religious, party-political, or occupational background. Balance is desirable on a commission but I see no particular reason, especially when making a replacement or setting up a new authority, to limit the search for qualified appointees, for instance, to women, to blue- or white-collar workers, to businessmen, to clergymen, or to residents of a particular neighborhood. A man should not be appointed just because he is identified with one of these groups. It is nice, for the sake of balance, if he happens to be identified with one of these groups but he should not be appointed just because of it—*unless* he is the best qualified person available at the time. I may sound naive . . . but I have always thought that, as a commissioner, I was supposed to represent *everyone* in the community, not just one particular group.

The commissioner should try to represent a point of view that he considers to be progressive and in the best long-run public interests of his entire community. He can function best in a not too "political" climate.

Not for Pay . . .

Incidentally, a higher caliber citizen will be ready to accept appointment if there is no fee or salary paid the commissioner. (I would, of course, except an operation like New York City's, where being a commissioner is more than a full-time job.) But in those localities, which are in a small minority, where there are state programs or relinquished war projects, operated with non-federal funds, a small stipend is often permitted—and often that fee is just enough to attract the wrong person and repel the highest type of public-spirited citizen.

As for age and experience, the ideal commissioner is neither young nor old but certainly functions best if he has already had considerable experience serving on a board of directors of either a private or public organization. Where a business leader is enlightened and has a strong sense of social responsibility, he is ideal but, as I said before, he should not be appointed just because he is a business leader.

Policy vs. Management

Possibly because of previous board experience, the good commissioner recognizes more readily than a poor one the difference between a matter that involves setting policy—which is a board's proper prerogative—and a matter of internal administration—which is the job of the executive director, who is employed to supervise the staff and carry out policies set by the commissioners.

The commissioner should never forget that he is legally responsible for the operation and should be able to represent it to the public and, in turn, represent the public interest to the paid staff. Therefore, he has to keep himself as well informed as possible about the agency and its role in relation to the housing, redevelopment, and over-all problems of the community. But he is wasting his time as well as that of the executive director if he insists on bogging himself down in details or in interfering with day-to-day operations.

The good commissioner should try to help select the best possible executive director and then let him select his staff; the commissioner should see that all employees are paid adequately in order to attract good people—and then he should give them the authority, the responsibility, the guidance, and the backing they deserve.

The good commissioner should be well known in the community for his ability and judgment and be able to transfer this respect to the agency. He should be able to interpret the policies of the agency personally to municipal officials and to civic and professional organizations, not losing sight of the fact that his main goal is to improve housing and cities, not to "build empires" for himself or others. Nor is there anything more tragic or irresponsible than the commissioner completely out of sympathy with a program that he has been deliberately appointed to "kill."

Political Independence

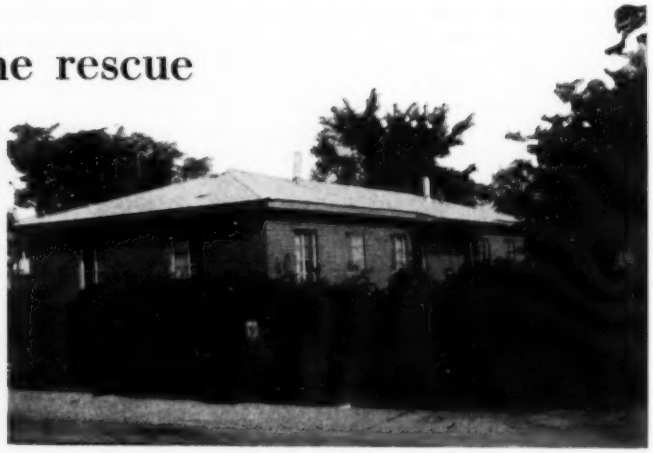
The principles of local autonomy and citizen participation included in federal and state legislation were

(Continued column three, page 355)

One-story twin and four-unit buildings like this one were built for Gary housing authority in 1940 to provide 305 dwelling units. Flat roofs were built-up, gravel covered type, applied over wood sheathing. Buildings in background are private homes.

FLAT ROOFS FAIL—

pitched roofs come to the rescue



A similar twin unit is shown after new asphalt shingle roof has been installed. Hipped roof shown here is used on most dwellings but roofs with asbestos gabled ends are also used. Quincy, Illinois has under way—and Portsmouth and Dayton, Ohio are planning—similar conversions.

"Architectural monstrosities" was the term that one local newspaper is reported to have pinned on the 137 one-story, flat roof buildings that the Gary, Indiana housing authority built as its first project in 1940. In fact, so strong was community reaction to the "flat tops," that plans then being developed for two other projects were changed to call for pitched roofs instead of flat over the one-story buildings. However, commitments had gone so far in the case of the first project, called Delaney Community, that built-up flat roofs had to be used on the buildings, which held 305 dwelling units.

Architectural monstrosities, or not, the history of the flat roofs at Delaney Community has been an unhappy one. Due partly to the fact that metal gravel stops were laid directly on the wooden sheathing without an intervening layer of roofing (as a result of which moisture easily reached the sheathing and joists), the roofs deteriorated rapidly, requiring extensive repairs as early as 1952. By 1955, inspection revealed that deterioration was so severe that replacement of the roofs was the only course of action and the decision was made to build asphalt shingled pitched roofs over the old flat decks.

The work was begun in 1957 and is scheduled to be finished by October 31 of this year. The roofing job has cost the authority $215,133 and, along with other major improvements, has exhausted its reserve funds. But the Delaney Community buildings *do* have new roofs.

The transition from ugly ducklings with rotting roofs to attractive units with asphalt shingled roofs with a life expectancy of 30 years is shown in the accompanying photos.

Comparable Experience

A similar reroofing operation is being carried out by the Quincy, Illinois authority. A major difference in the two installations is that Quincy is fabricating its trusses on the ground and hoisting them into place, while the Gary method has been to do all the framing in place on the roof. In both cases, all the work—with the exception of the actual shingling in the case of Gary and the sheet metal work in the case of Quincy—is being done by the authorities' own maintenance staffs.

In addition to the Gary and Quincy ventures, two Ohio authorities—Dayton and Portsmouth—are planning to put pitched roofs over some of their flat tops.

Pitched vs. Flat

Of course, there's many a maintenance man who would replace all built-up flat roofs tomorrow—pointing to the fact that asphalt shingled pitched roofs can be ex-

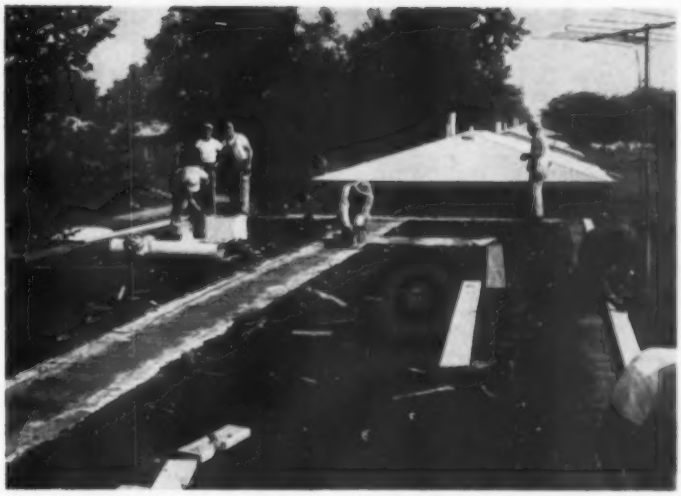
pected to give 30 years of service, with minimal maintenance, as against 20 years of flat top service, with the risk of considerable maintenance. And there's many a citizen who would urge pitched over flat roofs—purely from an aesthetic standpoint. The economics of roof repair, however, do not necessarily justify such a course of action.

The question naturally arises, therefore, as to when an authority is justified in adopting the course of action that Gary and Quincy have and that Portsmouth and Dayton are contemplating. Not unexpectedly, there is no simple answer to that question. Each case must be analyzed on an individual basis.

In the case of Gary, for instance, the condition of the sheathing and the joists was such that sizeable amounts of sheathing and sizeable numbers of joists would have had to be replaced if a new built-up roof were to be put on the buildings. Not only would this installation have been costly in itself, but it would have meant vacating the units while they were being worked on (an added cost as well as inconvenience) and it would have entailed substantial damage to the interior walls and ceilings, which would have had to be repaired at substantial expense.

TM
TECHNICAL AND MAINTENANCE FEATURE

In the case of Quincy, the factors determining the decision to go to pitched roofs were not so clear cut. The joists and sheathing were not deteriorated, for example—although some of the sheathing would have required repair and all of it would have required refastening with drive screws if a new 20-year, built-up roof were to be installed. Estimates put the cost for the new roof at $86 per 100 square feet. Putting on the pitched roofs is going to cost more; estimates place the figure at $94 a square. The authority feels, however, that savings in maintenance expense and the longer life of the asphalt shingled roofs will more than make up for the higher installation costs.



When everything is going right, Gary maintenance crew can get a twin dwelling under roof (but not shingled) in one day. Typical operation is shown in photo above.

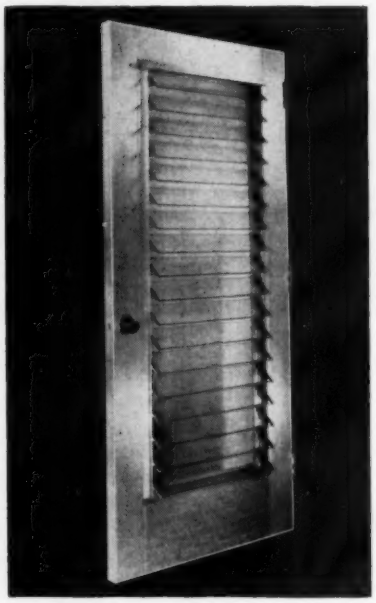
Old bituminous covering has been removed from edge of roof —gravel stop, overhang, and canopies already having been cut off—and from 2-foot strip down the midline. Carpenters are putting on new roof plate and sawing midline sheathing, which will be torn up to provide ventilation for old roof members.

Brick chimney has been cut down and is being coated with asbestos paste to seal up cracks that could let flue gas escape. Transite flue pipes, shown in place on finished roofs in background, will be fitted to old chimney, flashed at roof with aluminum.

Next step will be installing new framing members, which will be covered with 10-cycle phenolic resin plywood sheathing. Roofs are finished with 15-pound felt and 210-pound stick-tab shingles. Fascia is applied in beveled position and soffit follows the rake of the rafters. Building frieze board and vent frieze board are separated by 2 by 2 inch blocks spaced between strips of ¼-inch screening to provide more ventilation and keep out debris.

Motorists and pedestrians on heavily travelled through street now see Delaney Community homes set off by new roofs and established plantings, as illustrated below.

New Maintenance Products



ALUMINUM OVER WOOD

Here's a door—a prime door—made of aluminum bonded to masonite, which in turn is bonded to a kiln-dried wood core. Why this method of construction? Well, to produce a door that combines the appearance and maintenance qualities of an aluminum door, but one that can be installed without the usual aluminum frame and that can be trimmed to fit, mortised for hinges, and bored for a latch assembly just like a wood door.

The manufacturer calls the door the *Armaclad* and it comes with its wooden edges exposed for trimming—by sawing or planing—and hinge mortising. Then, when it's ready for mounting, aluminum strips are bonded to the edges with a factory-supplied adhesive that does not require pressing or clamping for adhesion.

Armaclads are 1¾-inch doors with 5½-inch stiles and top rail and the bottom rail height as specified. They are available as flush doors, one-lights, screen, self storing, complete jalousie, or with jalousie rim only.

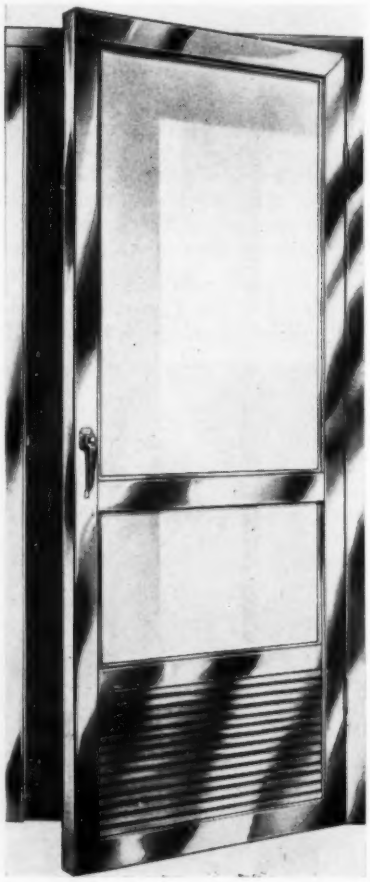
Be sure to mention the JOURNAL OF HOUSING when writing to: Hess Manufacturing Company, Quincy, Pennsylvania.

STAINLESS OVER ALUMINUM

Instead of putting a skin of aluminum on a wood core (see left) here is a door—in this case, a storm door—that uses a skin of stainless steel on the exterior side of an aluminum door. This design, says the manufacturer, results in the "pit-free, corrosion-resistant qualities" of stainless steel at "conventional storm door prices."

The manufacturer also points out that not only are the exterior panels stainless steel, but the hinges, Z bar, and kick plate as well. Only one model—with interchangeable windows and screens—is made, as shown in the illustration below.

Be sure to mention the JOURNAL OF HOUSING when writing to: Allied Aluminum Products, Incorporated, 1800 West Fulton, Chicago.



COLORED CHAIN LINK FENCE

The girl's a blonde. The beach ball is bright orange. And the water is a cool blue.

But the really important piece of colorful information about the above picture is the fact that the chain link fence is green and white . . . and it *could* be blue and white, black and white, salmon and white, or any of those colors alone. The Colorguard Corporation will fill the order.

The company calls this new fencing *Colorbond* and it consists of standard galvanized steel wire in a plastic sheath—like insulated electrical wire. The plastic is a "special" polyvinyl that is said to withstand extremes of heat and cold; to be able to take terrific beatings; and to resist mold and fungus. According to the company, "similar applications of vinyl plastic have been undamaged after 15 years of outside usage."

Colorbond is said to be just about as strong as regular galvanized chain link fencing, be far pleasanter to look at, yet not be subject to rust. Installation costs are cited as being almost identical with bare galvanized wire and much less than aluminum fencing—compared to which *Colorbond* is "much stronger." The company estimated that three sides of a 30 by 30 foot area could be enclosed with 12-gauge, small mesh *Colorbond* for $165; that bare galvanized would cost the same; and that aluminum would price out at $225.

For further information write to: Colorguard Corporation, 35 West 53rd Street, New York. Don't forget to mention the JOURNAL OF HOUSING.

New Construction Products

BUILT-IN LOOK

A free-standing gas range with a built-in look—that's what Hardwick was designing in its new *Trend Slide-In* series, one model of which is illustrated. Styled "to fit neatly between two standard kitchen cabinets," the built-in look is achieved through such features as squared-off corners, stainless steel edge trimming, and a backguard the same height as the back molding on the usual kitchen counter top.

The model illustrated is the 20-inch size but the new series also includes a 30-inch unit. Both models have the option of glass panels in the oven doors to make it easy to see what's cooking. Both are also available in a choice of five colors: coppertone, pink, turquoise, white, and yellow.

The new ranges will be on display at the Hardwick exhibit booth at NAHRO's national conference in Washington.

For further information write to: Hardwick Stove Company, Cleveland, Tennessee. Be sure to mention the JOURNAL OF HOUSING.

COLORED STEEL PANELS

Lower installation costs and lower maintenance costs are both claimed for a new line of 2½ by ½ inch corrugated, galvanized steel wall and roof panels – already painted in five different colors. The panels come as either flat or curved sheets. Panel design is credited with installation economy; the "built in" paint job is the explanation for maintenance savings.

Lower installation costs are said to be possible because the panels are produced in sizes up to 45 inches in width and in "unlimited" lengths. As a result, the company says, both labor and material costs are cut, since end laps can be eliminated when the panels are used for roofing; side laps can be reduced on both roofing and siding applications; there is less fastening work required; and fewer sheets have to be handled. The company also claims that "better nesting and fitting"—a result of "precision" rolling—also contribute to reduced construction costs.

As to maintenance costs, the baked-on vinyl coating – available in sky blue, grey, red, green, yellow, applied on either one or both sides of the panels—not only eliminates the cost of painting at the site, but also is said to yield a "much more satisfactory" finish. The company claims that factory treatment of the galvanized sheet provides "adhesions characteristics never before available" and describes the enamel coating as one that is weather resistant and one that will not chip or peel. Repainting, it is said, is not necessary for eight to ten years "under normal inland weather conditions" but would be required oftener in coastal or "sand-blast" areas.

For further information write to: The Binkley Company, Warrenton, Missouri. Be sure to mention the JOURNAL OF HOUSING.

SLIDING BASEMENT WINDOW

To its line of *E-Z Pour* basement windows, Milcor has added a sliding vent model. Hitherto, the *E-Z Pour* units—where the steel frame of the window serves as the pouring form for the window opening, thus eliminating the need for installing, then stripping temporary forms—have been available only in the type where the sash is tilted for ventilation. The sliding vent model will be available not only as a complete unit—that is, with its own *E-Z Pour* frame—but will also be available as an insert that can be

used to replace the center locking tilt type without any alteration of the existing frame. The new model cannot, however, be used as a replacement for the side locking model.

In addition to the steel *E-Z Pour* frame, the new unit consists of an extruded aluminum frame, one fixed glass panel, a fully weather-stripped sliding panel, and an aluminum half-screen. The sliding panel moves on nylon slides, is locked with a nylon catch, and can be completely removed from the frame. Both panes of glass are set in neoprene glazing gaskets and can be replaced without removing the windows from the frame. A weep hole in the bottom channel drains water to the outside of the basement wall.

As a complete unit, the sliding model will be offered in all the sizes and wall thicknesses in which the company presently makes its other *E-Z Pour* units. As a replacement insert for the center lock model, it will be made in the three sizes required to fit 15 by 12, 16, or 20 inch frames.

Be sure to mention the JOURNAL OF HOUSING when writing to: Inland Steel Products Company, P.O. Box 394, Milwaukee 1, Wisconsin.

Free Literature

Lighting Fixtures Catalog
Emerson Electric presents 242 indoor and outdoor lighting fixtures in its new *Emerson-Imperial Catalog No. 20.* Illustrated index shows at a glance wide variety of wall, ceiling, post and mounted units. Direct requests to: Emerson Electric Company, 8100 Florissant, St. Louis 36.

Sewage Treatment
A recently introduced series of compact sewage treatment units for use where municipal services are not available or tie-ins are not feasible is described in *Bulletin No. 7330* available from: Dorr-Oliver, Incorporated, Stamford, Connecticut.

PRIME AND PERTINENT

Prepared by Marion Massen

ALL PUBLICATIONS LISTED BELOW ARE OBTAINABLE FROM THE SOURCE NOTED—NOT NAHRO

NAHRO'S 1961 DIRECTORY OF HOUSING AND URBAN RENEWAL AGENCIES, just published (see listing) should have a double draw for people in and interested in these fields: (a) it provides a comparative history of progress since 1935, when 17 "housing only" agencies were listed; (b) it is a comprehensive "address book" of agencies, directors, and major staffers in 2201 localities over the country. In addition to listing local agencies, the *Directory* carries information on federal, state, international, and Canadian agencies with housing and renewal functions.

Quoting the *Directory* foreword, on the historical aspect: "None of the agencies listed in 1935 could have been credited with actual housing programs; most of them were just in the early stages of applying for loans from the Public Works Administration. By 1961, almost 788,000 units of housing were under the administration of the 1375 housing agencies listed; another 550 redevelopment agencies were engaged in clearing almost 25,000 acres of slum or blighted land for rebuilding by either private investors, public agencies, or such institutions as universities and colleges. And in still another category, more than 350 codes agencies were operating on another urban renewal front: neighborhood conservation."

Further dramatizing the acceleration of the urban renewal program, it is pointed out that since the 1958-59 edition of the *Directory,* 586 new local agency listings were added—almost one-quarter of the growth occurring from 1935 to 1961.

Note that NAHRO agency and individual members can secure their individual copies at $4 each. It's a bargain reference tool . . . and the only one of its kind!

NEW FROM NAHRO

Publications listed as "New from NAHRO" can be obtained from NAHRO's main office, 1313 East 60th Street, Chicago 37, Illinois.

HOUSING AND URBAN RENEWAL DIRECTORY 1961-1962: Agencies in Housing, Redevelopment, Codes Enforcement, and Neighborhood Conservation. NAHRO Publication No. N444. August 1961. 296 pp. $30 to commercial users; $7 to nonmembers of NAHRO; $4 to members. *One* copy to each agency member free.

See introduction.

THE CONSTITUTIONALITY OF HOUSING CODES: A Summary of the United States Supreme Court and State Supreme Court Decisions on the Constitutionality of Various Provisions of Housing Codes, with Suggestions Designed to Safeguard the Housing Code in the Event of Litigation. NAHRO Publication No. N451. July 1961. 72 pp. $2.50. *One* copy free to each agency holding codes services agency membership in NAHRO.

"Historical" information on housing codes in urban renewal and on key court decisions affecting code enforcement from a basic-reference article by Joseph Guandolo published in the *George Washington Law Review* for October 1956; commentary on constitutionality of cases reaching court from 1956 to 1960, as a supplement to the Guandolo article coverage, prepared for NAHRO by Jefferson B. Fordham, University of Pennsylvania law dean, and John Upson; and excerpts from a subsequent *George Washington Law Review* article (January 1960) reporting a survey of case law concerning housing and health inspection, by Robert F. Allnutt and Gerald F. Mossinghoff. To top off what should be a quite valuable and practical reference, John F. Kitzke, assistant city attorney for Milwaukee, contributes a check list of housing code provisions that have been ruled constitutional.

PRIVATE FINANCING CONSIDERATIONS IN URBAN RENEWAL: A Report of the Proceedings of the Sixth Annual NAHRO Conference on Urban Renewal. NAHRO Publication No. N457. September 1961. 72 pp. $2.50. *One* copy free to each agency holding renewal services agency membership in NAHRO; one copy free to all workshop registrants.

What does the commercial developer look for when investing in urban renewal? What part can local inducements play in interesting residential redevelopers? How does the federal income tax affect the private redeveloper? Answers to these and other significant questions on renewal financing by private investors, as seen by prominent and practical operators themselves, are to be found in this edited summary of proceedings from the working conference conducted at the University of Pittsburgh in April 1961.

GENERAL

HOUSING AND URBAN AFFAIRS DAILY. Published daily except Saturdays, Sundays and Holidays by National Housing Publications, Inc., 1025 Connecticut Avenue, N.W., Washington, D. C. Subscription rate $175 a year postpaid.

A new news-sheet published by Laurance G. Henderson, head of the National Housing Conference, to give a running account of congressional and federal agency developments in housing, redevelopment, transportation, and other matters of concern to cities; also reports on new appointments, local grants, and other items of Washington importance. Publication began August 16.

1961 STATISTICAL ABSTRACT OF THE UNITED STATES. 1961. 1049 pp., illustrated with charts and tables; bibliography. $3.50. Bureau of the Census, U.S. Department of Commerce, Government Printing Office, Washington 25, D.C., or field service offices of Department of Commerce in major cities.

Thirty pages in this annual summary of facts and figures on U.S. economy, politics, welfare, population, etc., treat housing and urban renewal. Among interesting statistics, for local comparison: the 963,600 private, one-family housing starts in 1960 averaged $13,775 per unit; homeowners spent 13 billion dollars last year for improvements —an average of about $300 per owner. Generally useful reference book for information other than housing or "hitched" to housing.

URBAN RENEWAL

URBAN RENEWAL DEMONSTRATION GRANT PROGRAM: Project Directory. July 1961. 19 pp. Urban Renewal Administration, Housing and Home Finance Agency, Washington 25, D.C.

Directory of the 13 completed demonstration projects, and their reports, and of the 27 projects in execution. By checking what has been or is being done, local agencies with bright ideas for demonstration projects of their own can figure whether time is ripe for application . . . procedures for which are also set forth in this pamphlet.

GUIDELINES FOR BUSINESS LEADERS AND CITY OFFICIALS TO A NEW CENTRAL BUSINESS DISTRICT. Report of seminar at Institute of Government, University of North Carolina. 1961. 150 pp. $3. Institute of Government, Box 990, Chapel Hill, North Carolina.

Business leaders and city officials of seven North Carolina cities were invited by the University of North Carolina's Institute of Government for a five-week seminar in the spring of 1960. Specialists from elsewhere lectured on downtown revitalization, with panel discussants relating these presentations to North Carolina situations. This packed-tight report, in an interesting format, makes lively reading for lesson-learning from the specialists' experiences. Among NAHRO members on the program: Knox Banner, Lawrence Cox.

PUBLIC HOUSING IN THE NATIONAL MAGAZINES . . .

"THE SATURDAY EVENING POST"

In the June 3 issue, there is a two-page picture spread and detailed story, "San Antonio Takes Care of Its Old Folks." It's a paean of praise for Victoria Plaza, the apartment for 216 elderly that the San Antonio housing authority brought into being with federal financing and with the aid of local cooperating groups and individuals. Though JOURNAL readers have been introduced to this project (see January JOURNAL, page 22), the *Post* adds some new insights to the story by covering what are described as the genteel "bulldozing" efforts of PHA Commissioner Marie McGuire when she was director of the authority—recounting the story of her drive to secure such aids to elderly comfort as nonstoop ovens and a community center furnished and operated by local public service groups. Also new: the reactions of some of the residents to the decorative art that the Plaza features in murals and sculpture.

Arthur Baum, author of the story, concludes: "Just how far beyond showcase status the Victoria Plaza pattern can extend is debatable. The building cost per room was about $500 below the Federal Housing Administration's [PHA] top limit, but for San Antonio conditions this is not exactly dirt-cheap. Rental minimums are eight dollars per month higher than in the orthodox housing development across the street, but revenue and costs are still touch and go."

"LIFE"

In the July 21 issue, there's an editorial called "Candy Stores and Pubs" that comments on Elizabeth Wood's pamphlet-essay, *Housing Design: A Social Theory* (see July JOURNAL, page 308). *Life* gives Miss Wood credit for realizing that public housing of the monumental type has provided no place for neighbors to socialize over a drink or games. But it turns her point into this conclusion: instead of trying to create new communities with public housing, why not "tax reforms, better incentives for private landlords, easier credit for rehabilitation to stop slums from developing."

PROPERTY TAXATION AND URBAN DEVELOPMENT, by Mary Rawson. Research Monograph 4, Urban Land Institute. 1961. 54 pp., bibliography. $4. Urban Land Institute, 1200 18th Street, N.W., Washington, D.C.

Effects of the real property tax on city growth and change—or what would happen in terms of land use and development in a municipality if the local ad valorem tax were shifted from land and improvements toward a land value tax—being thought of in some quarters (*not* the Henry George single tax). Miss Rawson's conclusion, based on an analysis of a Canadian city: the character of urban land use might be improved; urban sprawl reduced; and building and capital investment encouraged.

DESIGN

LETTERING ON BUILDINGS, by Nicolete Gray. 1960. 191 pp., illustrated. Reinhold Publishing Corporation, 430 Park Avenue, New York 22, New York.

In the interests of good appearance for commercial renewal, a book for all concerned on how to judge the appropriateness of lettering on architectural structures. British *Architectural Review* originally published some of the pieces in the book.

CITIZEN PARTICIPATION

JUDAISM AND CITIES IN CRISIS, by Rabbi Richard G. Hirsch. Fifth in an "Issues of Conscience" series prepared by the Commission on Social Action of Reform Judaism. 1961. 103 pp. 35 cents. Union of American Hebrew Congregations, 838 Fifth Avenue, New York 21, New York.

The commission that prepared this booklet is characterized as "the agency through which the affiliated bodies of Reform Judaism seek to apply the ethical principles of the Jewish tradition to the urgent social problems of our time." The booklet thus blends a thorough analysis of city problems with a scholarly presentation of how these problems fall within the purview of Jewish concern. The message is directed to 615 synagogues in the Union of American Hebrew Congregations.

The eight chapters of the booklet cover a history of the city's "crisis"; an explanation of the legislative and administrative background of the urban renewal program; an economic analysis of the housing market, labeled "the dilemma of prosperity"; a presentation of the problems that follow in the wake of residential segregation; and three chapters that map the way in which the Jewish community can work toward solutions to the problems outlined.

PRESIDENT'S CORNER—

(Continued from page 349)

wise and in keeping with our democratic traditions. They should, however, not just be respected in words but in practice as well. They imply privileges as well as responsibilities. Even though it may not seem to be the most "efficient" way to get things done, housing and redevelopment agencies seem to function best within a community when they have reasonable day-to-day independence of elected city officials, city managers, and planning departments. A good commissioner doesn't worry too much about who gets the credit as long as a good job is being done.

NAHRO and Commissioners

A good commissioner is interested in helping improve the professional standards of the paid staff through encouraging them to participate in such associations as NAHRO. Where his time permits, he would do well himself to attend regional and national meetings of the organization to improve his own knowledge of the programs for which he is legally responsible. Such attendance for the commissioner should be for educational purposes and for exchanging ideas with other commissioners and leading thinkers and practitioners in the field. If he considers the trip as a junket or reward for his nonpaid public service the rest of the year, it would be just as well for him to stay home . . . because he has little to contribute to, or gain from, the conference.

An undertaking this year of a special subcommittee of the Housing Division of NAHRO is to write and publish a new *Commissioners' Handbook*. When this book becomes available, it should be widely read by commissioners, new and old, and by other NAHRO members . . . as well as by appointing officials.

The foregoing has merely included some personal reflections, which, of course, will not meet with universal agreement; in fact, they may stir up some controversy. But the leadership of every professional organization such as NAHRO would be remiss if it did not at least try to stimulate self-analysis, in order to raise the sights of all segments of its membership, including the commissioners'.

Karl L. Falk, August 1961

Personnel Exchange

POSITIONS AVAILABLE

A250—Planners
The Development Commission of the State of Connecticut is seeking planners to (1) analyze and coordinate local and regional planning programs on a statewide basis or (2) administer state urban renewal assistance program. Require seven years combined college training and employment in planning or urban renewal activity. Salary range: $5800 to $8400. Complete benefits. For further details write to Robert G. Mack, Chief Recruitment, State Personnel Department, 405 State Office Building, Hartford, Connecticut.

A251—Executive Director
The Housing Authority of the County of Contra Costa, California is seeking an experienced executive director for its 1364-unit program of low-rent housing, now in expansion. For information, write to Albert Aljets, Chairman, Housing Authority of the County of Contra Costa, P.O. Box 549, Martinez, California.

A252—Urban Renewal Director
The Action Council for the Poughkeepsie Area is seeking an urban renewal director. Renewal experience is essential; administrative experience and planning knowledge desirable. Salary open. Write immediately, enclosing resume, to John D. Borah, Executive Director, Action Council for Poughkeepsie Area, Inc., 13 Liberty Street, Poughkeepsie, New York.

A253—Male Executive Director
Immediate position available with the Sacramento redevelopment agency. Agency has high public acceptance and an excellent staff. First project in execution, two others under way. Experience in property acquisition, planning, real estate development, and mortgage financing desirable. Degree in public administration or related field helpful. Salary open. Send resume of experience and education to Redevelopment Agency of the City of Sacramento, 1006 Fourth Street, Sacramento 14, California.

A254—Executive Director
New redevelopment and housing authority in Virginia is recruiting for an executive director with prior experience in redevelopment and housing. Salary $7000 to $9000 depending upon experience, with opportunity for salary advancement as authority grows. Apply to: City Manager, City Hall, Hampton, Virginia.

A255—City Planners
The Milwaukee City Plan Commission is recruiting for planners to fill civil service positions (Planner IV and V), available in September. Oral interviews in Milwaukee will be required of candidates, who must be United States citizens, and who must provide their own transportation to Milwaukee.

Planner IV—Salary $9060 to $10,920. Under general direction, will plan, direct, develop, and supervise activities, methods, and procedures on all phases of city planning. Duties will include development of methods and procedures, direction of staff meetings, and public relations activities.

Planner V—Salary $9960 to $12,000. Under general direction, will serve as section chief and principal planner to planning director and, as required, represent agency in public or official contacts, assist in forming policies and work programs, supervise staff, conduct public hearings, write or edit reports, assist director in presenting reports, conduct interviews and make recommendations to director.

Applicants for either position must have a combination of specialized education up to a master's degree and/or high level experience totaling up to 12 years.

For further information, contact Milwaukee City Service Commission, Examining Division, Room 701, City Hall, Milwaukee, Wisconsin.

A256—Junior Planner
New York City Housing and Redevelopment Board is seeking a planner who has been a resident of New York City for the past three years, with a bachelor's degree in city planning, engineering, architecture, or related fields. Must have one year's experience in city planning or closely related area or one year's graduate study leading to M.A. in city planning. Salary: $5150 to $6590. Apply: Frank S. Kristof, Deputy Director, Planning and Program Research Division, New York Housing and Redevelopment Board, 2 Lafayette Street, New York, New York.

A257—Renewal
The Portland, Maine renewal authority is seeking qualified persons to fill the following openings:

Three urban renewal specialists with experience or training in one of the following fields:

1—Community organization, adult education, or public information.

2—Rehabilitation, construction, contracting, or architecture.

3—Real estate, banking, mortgage financing, or FHA.

Salaries: $5325 to $6369.

Administrative Assistant: Duties include assisting in preparation of applications, answering correspondence, and coordinating planning of municipal and renewal activities for projects in execution. Salary: $4646 to $5586.

If interested, apply: Howard U. Heller, Redevelopment Director, Portland Renewal Authority, Room 213, City Hall, Portland, Maine.

A258—Urban Renewal Consultant
A Washington, D.C. consulting group in the urban renewal field seeks administrative assistant capable of planning and organizing renewal programs for communities and municipalities. Applicant must be a planner, coordinator, organizer, and a generalist, thoroughly familiar with local, state, and federal requirements and programs. Salary is open and commensurate with experience, capacity, and ability. Apply: Urban Improvement Counselors, 734 Fifteenth Street N.W., Washington 25, D.C.

A259—Community Organization
Philadelphia Redevelopment Authority is seeking three qualified applicants for community organization work as part of an extensive conservation program. Must have grass roots organization experience and some knowledge of social service, community planning, and public administration field. Starting salary is $7000 with annual increases of $370. Send resume to Richard J. Watson, Philadelphia Redevelopment Authority, 1818 Rittenhouse Square, Philadelphia, Pa.

A260—Assistant Director, Renewal
A southwest combined housing-renewal authority seeks assistant director for renewal. Applicant should have degree in city planning, architecture, real estate, sociology, or related subjects and familiarity with federal requirements for renewal programs, plus ability to assume responsibility for carrying out a program now in its survey and planning stage. Also required is the ability to interpret renewal

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to the community and to work with public and private agencies as necessary. Salary: $5500 to $6000, depending upon training and experience.

A261—Executive Director
Urban renewal experience is necessary for the position of executive director for the newly organized redevelopment and housing authority of Staunton, Virginia, a city of 23,000 situated in the heart of the Shenandoah Valley. Salary to $8000, based on experience. Write to M. J. Reid, Chairman, Redevelopment and Housing Authority of the City of Staunton, City Hall, Staunton, Virginia.

A262—Urban Renewal Coordinator
Rockville, Maryland, a rapidly growing suburb of Washington, D.C. is seeking an urban renewal coordinator to assist in development of its first urban renewal project, working under supervision of director of planning and urban renewal. Degree in public administration or related field and responsible experience in urban renewal or planning desired. Salary: $7379 to start, with annual increments to maximum to $8499, plus generous fringe benefits. Send resume, including personal history, education, experience, and three references to Personnel Aide, City of Rockville, 120 South Washington St., Rockville, Maryland.

POSITIONS WANTED

W139—Male—Executive Director
Candidate with progressively responsible administrative and executive experience in 25 years with the city of New York seeks post as executive director, assistant director, or administrative assistant, depending upon size of the authority. Interested in urban renewal or renewal plus public housing, preferably in Florida, but will consider other areas. Holds law degree and has had practical experience in building and construction.

W140—Male—Construction
Construction engineer wants work as clerk of the works or chief inspector. Experienced in office and outside work. Salary requirement: $8000.

W141—Male—Planning Director
Candidate with background in city planning, urban renewal, and civil engineering, including experience in preparation of contracts, public relations, client contacts, and master planning seeks permanent position as planning director or in related capacity with large municipality or private consultant. Has civil engineering degree with one year post graduate studies. Prefers location in southeast, southwest, or far west. Salary requirement: $12,000.

W142—Male, 50—Civil Engineer
Retired U.S. Navy captain with wide range of experience in military civil engineering desires position where his experience and education can be used to full advantage. Candidate has bachelor's degree from the U.S. Naval Academy and an M.A. degree in civil engineering. Experience includes: superintending public works contracts, maintenance supervision, real estate transactions, design, construction. Prefers southeastern United States, but is open for any location offering good potential. Salary open.

NEW HAVEN—

(Continued from page 339)

and cupboards, roomy closets, and new windows and doors. Existing central heating systems will be utilized, where in good working order; existing moldings and other handsome interior trim will be repaired and maintained; marble fireplaces will be kept. The apartments will contain from two to four bedrooms, the upper apartment having the larger number, due to the elimination of the common stair hall. Each apartment will have a large living area, dining area, and kitchen.

Yard, Street Changes

The rear yards, now unsightly little pockets littered with trash, will be converted into attractive little patios.

The 40-foot right-of-way, on which parking is now permitted on one side, will be closed to traffic and parking. The sidewalks will be widened to 14 feet, leaving a cartway of 12 feet. Street trees and shrubs will be planted the length of the street and, at the western entrance, handsome wrought iron fences will form a gateway. Electric service, which now consists of a tangled mass of overhead wires, will be installed underground and telephone lines will be reverted to the rears of the dwellings. Fire safety will be made a reality for the first time through a carefully laid out system of fire escapes in the rear and by special fire easements for retreat by the occupants beyond the confines of their tiny yards. Archaic sewer lines running under the houses will be replaced by modern sewers under the street.

Two off-street parking lots will be developed through the clearance of two blighting non-residential properties. One will be directly adjacent to the south side of Court Street, the other directly across the adjoining Olive Street. These parking lots will be owned and maintained by the New Haven Parking Authority and each Court Street resident will be assigned a parking space, for which he will pay the nominal fee of about $2.50 per month.

Advantages

For the new occupant of Court Street, the advantages will be numerous. He will be able to walk to the downtown area and Yale University in five to ten minutes. He will be able to walk to a new neighborhood retail shopping strip in two minutes. He will be adjacent to a lovely park and one block from the community center and school, with its many facilities for enjoyment.

Skepticism . . .

As expected, there is some skepticism about this undertaking. We are occasionally asked, "Why don't you just tear the whole block down and build new housing?" That would be too easy . . . and not particularly fruitful. If the average cost of $16,000 being spent on these buildings were to be spent on new houses, the result would be a great reduction in over-all living area and much less substantial construction. True, there would be more open area . . . but for half as many families—and there would be no high ceilings, no lovely door frames and bannisters, no marble fireplaces, no exterior decoration, and no historic value. Add to the construction cost the cost of demolition and the financial loss to the taxpayer when the price of the cleared land is written way down, and you find you are talking about a row of minimum priced, minimum-featured, two story duplex houses, costing considerably more than the handsome rehabilitated houses planned for Court Street, which in addition to everything else, will bring an income to the homeowner.

Elements of Success

A renewal program consisting largely of rehabilitation must include several elements if it is to work. It needs a housing code strictly enforced; it needs a staff of experts to handle both technical advice and to "sell" the idea; it needs a neighborhood committee that will continuously work with the local public agency (as does the one in Wooster Square). It needs a few well located and skillfully conceived new developments, such as a new school, park, or group of shops, to bolster the rehabilitation. In addition, it needs extra special refurbishing treatment for any severely blighted structures that, for reasons peculiar to the case, should not be cleared. The transformation of Court Street is in this latter category and its handsome appearance and striking contrast to what it was before will give tremendous impetus to the successful renewal of the area.

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